

**Los Angeles County
Metropolitan Transportation Authority
Office of the Inspector General**

**Metro Transit Security
Performance Review**

Report No. 19-AUD-01

July 16, 2018





Me

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Metropolitan Transportation Authority

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July 16, 20 8

Metro Board e bers

Re: eport on Metro Transit Security Performance Review

Dear Metro Board Members:

The Office of the nspector General (O G) conducted a security-focused review to determine the level of pe formance for transit security function services (law enforcement and Metro’s Transit Security Officers) during FY 2017. Since 2009, Metro has had a contract with the Los Angeles County Sheriff’s epartment (LASD) to provide Metro with transit policing services. Metro also directly employs transit sec rity officers. eginning July 1, 2017, Metro implemented a new transit security strategy, which includes obtaining services from three law enforcement agencies – the City of os Angeles Police Department, the City of Long Beach Police Department, and LASD. Metro a so began using Metro security officers for fare checks and bus/rail patrolling.

The objective of this review was to determine and verify the level of performance of transit security services for both LASD and Metro’s Transit Security Officers for FY 2017. To accomplish this this review, the OIG prepared a scope of work for the Request for Proposal. BCA Watson Rice WR, L , was hired to perform this review, and completed the attached report. This report will serve as a benchmark of the single law enforcement provider model, which we can use to compare to future years u der the multi law enforcement provider model.

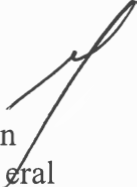
The Appendix to the report lists 10 recommendations to increase performance efficiency and effectiveness in the following areas of transit policing services:

- System Safety and Sec rity Resources and Staffing
- Crimes Reporting
- Dispatched Incident Calls for Service and Response Times
- Fare and Code of Conduct Enforcement and Citations
- Visibility of Sec rity ersonnel
- Special Operations

We appreciate the assistance provided by Metro staff during this review. I am available to answer any q estions the Board Directors may have regarding this report.

Sincerely,

aren Gor an
Inspector G eral





Metro Office of the Inspector General

**Metro Transit Security
Performance Review**

July 2018

FINAL REPORT

Submitted by

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in association with

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Massachusetts Bay Transportation Authority



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1. Executive Summary

The Los Angeles County Metropolitan Transportation Authority (Metro) contracts with the Los Angeles County Sheriff's Department (LASD) to provide Metro with transit policing services. Metro also directly employs transit security officers. The objective of this review was to determine and verify the level of performance reported for transit security function services for both law enforcement services and Metro's Transit Security Officers during FY 2017 (July 1, 2016 to June 30, 2017).

System Safety and Security Resources and Staffing

The safety and security mission of the Metro rail and bus system was accomplished using five types of resources during FY 2017. These include:

- Contracted law enforcement services and personnel provided by the Los Angeles County Sheriff's Department (LASD)
- Contracted law enforcement services and personnel provided by the Los Angeles Police Department (LAPD) beginning March 2017
- Security services and personnel provided by Metro Security, a division of Metro's System Safety and Law Enforcement Department
- Contracted security services provided by private security firms
- Local law enforcement agencies that respond to and handle incidents and calls for service within their jurisdiction, and have a responsibility to do so as part of their basic service as law enforcement agencies

In March 2017, the LAPD began taking responsibility for policing the Metro bus and rail system within the City of Los Angeles. Given this, the staffing level of the LASD was reduced by 225 personnel or 36%, with LAPD providing Metro with 49 personnel by the end of FY 2017 as part of the transition.

Contracting with LAPD allows Metro to make better use of existing beat units to respond to and handle incidents and calls for service within their jurisdiction as a basic service. This allows the LAPD personnel contracted for by Metro to focus on providing a physical security presence on the Metro system since they do not have to also be prepared to quickly respond to incidents and calls for service on the system. ***We recommend Metro continue to work with local law enforcement agencies to identify and expand the use of no cost basic law enforcement services.***

Monitoring and oversight of safety and security staff is essential. Oversight of both in-house and contracted security personnel appears to be adequate. However, monitoring and oversight of contracted law enforcement personnel has been and will likely continue to be more problematic. Metro has initiated regular "audits" of timekeeping and invoices but need more assurance that personnel charging time are actually present and performing functions as required. ***We recommend Metro continue to implement the GPS based resource oversight and monitoring***



application and conduct regular audits of law enforcement officer assignments by verifying their presence several days each month.

Crimes Reported

LASD reported a total of 719 violent crimes to Metro during FY 2017. This equates to 1.97 per day or 1.84 per million riders. The bus system had the largest percentage (31%) of violent crime. However, it had fewer violent crimes per million riders (.81) than the overall average (1.84). LASD reported a total of 897 property crimes during FY 2017. This equates to 2.46 per day or 2.3 per million riders. LASD also reported the Metro system had a total of 1,406 reported other crimes (Part 2) during FY 2017. This equates to 3.85 per day or 3.61 per million riders.

The crime numbers reported to Metro are consistent with those reported under the FBI's Uniform Crime Reporting system with the exception of the number of aggravated assaults reported. ***We recommend Metro work with the LASD to identify reasons for the difference in the number of crimes reported to Metro and the number of crimes reported under UCR by LASD and reconcile the differences.***

LAPD began transitioning and overlapping law enforcement services beginning in March 2017. LAPD was not required to report crime rates to Metro for FY 2017. However, LAPD was able to provide us with crime rates for March 2017 thru June 2017. The number of each type of crime reported by LAPD is provided in the body of this report to facilitate more accurate and complete crime trend analysis in the future. Since LAPD's crime report was only for a few months of the year, we did not review the number of crimes reported by LAPD to UCR to compare.

Dispatched Incident Calls for Service and Response Times

A primary workload for law enforcement is responding to and handling incidents that occur on the system or calls for service. Responding to these calls and effectively handling the incidents that generate these calls is a high priority for ensuring system safety and security. Calls for service that require a physical response are categorized and dispatched by the LASD Transit Policing Division (TPD) in the following three priority categories:

- **Emergency Calls:** Are the highest priority and include situations where life or property is in imminent danger. These include crimes in progress such as robberies, rapes, assaults, or burglaries. These also include violent domestic disturbances and reports of individuals with guns or other weapons. Metro established a goal that these calls would be responded to within 8 to 10 minutes. Metro's definition of response time should be "the time from when the call is received by the law enforcement agency (dispatch center) to the time when the responding law enforcement officer actually makes contact at the scene." However, LASD reported response time from the time of dispatch to the time the deputy makes contact at the scene. A total of 2,304 emergency calls were responded to in FY 2017, with an average response time of 5.67 minutes reported by LASD.
- **Priority Calls:** Include situations that require a fairly immediate police response, with no immediate threat to life or property. These could include disputes, disturbances of the peace, and suspicious activities. Metro established a goal that these calls would be



responded to within 18 to 20 minutes. A total of 16,661 priority calls were responded to in FY 2017, with an average response time of 12.37 minutes reported by LASD.

- **Routine Calls:** Include calls where there is no substantial threat to life or property, but a response is needed. These include taking reports on crimes where a significant amount of time has elapsed since the occurrence of the crime as well as quality of life issues that need to be addressed. Metro established a goal that these calls would be responded to within 25 to 30 minutes. A total of 18,741 routine calls were responded to in FY 2017, with an average response time of 20.05 minutes reported by LASD.

LASD tracks and reports response time from dispatch to arrival but does not track and report the amount of time from receipt of the call to dispatch. Tracking and reporting total response time, including both call entry to dispatch and dispatch to arrival, would provide a more complete and accurate perspective of the time required for law enforcement resources to respond to calls for service. ***We recommend Metro work with LASD and other contract law enforcement agencies to ensure total response time is tracked and reported and enforce contract provisions requiring total response time is tracked and reported. We also recommend Metro Operations monitor and track the amount of time required to transfer calls requiring a law enforcement response to the appropriate law enforcement dispatch center and take appropriate actions to ensure calls are quickly processed.***

Fare and Code of Conduct Enforcement and Citations

Enforcing fare compliance on the Metro system, as well as the Metro customer code of conduct, is another key element of Metro's safety and security mission. Currently, this mission is primarily the role of Metro Security but is also performed by contracted law enforcement personnel. Metro Security issued nearly 99% of the 25,218 citations issued during FY 2017.

The number of citations issued has declined substantially over the past five years, with a cumulative decline of 75%. Some of this decline may be the result of improved fare compliance resulting from changes in access to the Metro system (e.g. gate locking), and increased awareness and understanding of the TAP fare system. However, it is likely that a substantial portion in this decline is due to the significantly reduced fare enforcement level of effort. ***We recommend Metro evaluate the impact of the reduced level of fare enforcement and citations on fare compliance on the Metro System and consider expanding the level of enforcement using Metro Security or contracted law enforcement personnel.***

Visibility of Security Personnel

Providing a visible security presence within the Metro system is an important strategy for providing both a sense and reality of safety. Uniformed patrols, especially within high traffic stations of the system, create a felt presence of safety and security among the riding public. The primary strategy for providing a visible security presence is to staff and deploy adequate uniformed resources (law enforcement and/or security) so they are frequently visible to persons using the Metro system.



The approach used to provide visible security presence in the past, including most of FY 2017, was hindered by two key challenges. The first challenge was that LASD contract law enforcement personnel were given two conflicting priorities – providing an ongoing visible security presence at stations and on trains and buses and responding quickly to incidents that occur throughout the system.

The approach implemented beginning in July 2017 splits the two conflicting roles, at least within the cities of Los Angeles and Long Beach. LAPD and LBPB personnel assigned to Metro have been providing a visible security presence as their primary role and responsibility. ***We recommend Metro monitor the approach implemented in July 2017 to ensure LAPD and LBPB personnel assigned to Metro have been providing a visible security presence as their primary role and responsibility.***

The second challenge was ensuring that personnel assigned to the Metro system were actually present and performing their functions as assigned. As discussed under the “Resource Monitoring and Oversight” section (4A) of this report, oversight and monitoring of contracted law enforcement resources has been problematic and should be further strengthened.

Special Operations

During part of FY 2017 the LASD operated several specialty teams throughout the Metro system. These teams included the Bus Riding Team (BRT), two Crime Impact Teams (CIT), the Threat Interdiction Unit (TIU), the Transit Mental Evaluation Team (TMET), the Canine Teams and Motorcycle Deputies. Several of these teams were discontinued and disbanded in late February or early March of 2017 as policing of the bus and rail service within the City of Los Angeles began transitioning to the LAPD. The TMET continued operations, and the Motorcycle Deputies continued operations at a significantly reduced staffing level. Specific performance targets were not established for these specialty teams.

Conclusion

FY 2017 was a transition year for Metro’s security and law enforcement operations, moving from a single contract with the LASD to multiple contracts with LASD, LAPD and LBPB. It is important to monitor and compare performance under the two models to determine the impact of the transition to the multiple agency model. ***We recommend Metro compare performance under the single and multiple law enforcement agency models to the extent possible to determine the impact of the transition to the multiple agency model.***



2. Background

Since 2009, Metro has had a contract with the LASD to provide Metro with transit policing services. During FY 2017, the Transit Policing Division of the LASD prepared monthly reports on transit policing performance. These reports were included in periodic reports to the Metro Board's System Safety, Security, and Operations Committee.

Metro also directly employs transit security officers to provide security over Metro facilities. The Metro security officers are not sworn or certified law-enforcement officers and do not have authority to detain or arrest. Metro also began using Metro security officers for fare checks and bus/rail patrolling. Metro security started transitioning to perform some of these functions prior to July 1, 2017.

The objective of this review is to determine and verify the level of performance being reported for transit security function services for both LASD and Metro's Transit Security Officers during FY 2017 (July 1, 2016 to June 30, 2017).



3. Objectives, Scope and Methodology

The objective of this review was to determine and verify the level of performance being reported for transit security function services for both LASD and Metro's Transit Security Officers during FY 2017 (July 1, 2016 to June 30, 2017).

To complete this analysis, we:

- ✓ Reviewed relevant sections of previous reports and documents
- ✓ Obtained detailed information and documentation on crimes reported (Part 1 and selected Part 2) and crime clearances from the LASD Crime Analysis Unit
- ✓ Obtained ridership information from Metro operations and calculated crime rates per million riders for each rail line and for bus
- ✓ Obtained and reviewed reports provided by LASD and Metro Security on the number of calls for service by type, and response times to these calls by category and time period
- ✓ Obtained and reviewed detailed call for service information from the LASD and Metro Security for FY 2017
- ✓ Obtained and reviewed reports provided by LASD and Metro Security on the number of personnel staffed and deployed
- ✓ Obtained and reviewed reports on the number of total citations issued within the Metro system
- ✓ Met with LASD and Metro Security personnel responsible for preparing reports to identify and understand the approach used
- ✓ Met with Metro Transit Court personnel to review and compare information on fare checks and citations issued by the LASD and Metro Security for FY 2017
- ✓ Analyzed the trend of transit citations issued from FY 2013 to FY 2017 and determine possible explanations for any significant variances
- ✓ Obtained and reviewed reports on visible security presence efforts
- ✓ Obtained and reviewed reports provided by LASD on activities of specialty units
- ✓ Reviewed the policing services contract and Metro Security information to identify specific performance targets
- ✓ Compared reported performance to performance targets where applicable



4. Review Results

The following sections provide information on the results of the review of Metro's transit security function performance review.

A. System Safety and Security Resources and Staffing

The safety and security mission of the Metro rail and bus system was accomplished using five types of resources during FY 2017. These include:

- Contracted law enforcement services and personnel provided by the Los Angeles County Sheriff's Department (LASD)
- Contracted law enforcement services and personnel provided by the Los Angeles Police Department (LAPD)
- Security services and personnel provided by Metro Security, a division of Metro's System Safety and Law Enforcement Department
- Contracted security services provided by private security firms
- Local law enforcement agencies that respond to and handle incidents and calls for service within their jurisdiction, and have a responsibility to do so as part of their basic service as law enforcement agencies

The following sections provide an overview of these resources and the staffing provided.

LASD Transit Policing Division (TPD) Contract Services

Under the contract with Metro the LASD TPD provided sworn law enforcement personnel to fulfill the majority of the safety and security mission of the Metro system during FY 2017. These law enforcement personnel are fully trained, equipped, and have powers to detain and arrest, and use force as needed. These personnel were responsible for responding to incidents and calls for service, addressing crime and related issues, and providing a visible security presence throughout the Metro system for most of FY 2017.

Exhibit 1 on the following page shows the level of staffing contracted for and provided by the LASD changed substantially during FY 2017. Initially, Metro contracted for a total of 628 personnel, including 552 sworn personnel and 76 civilian personnel. This number was reduced substantially in March 2017 as the LAPD began taking over responsibility for some areas previously handled by LASD. These personnel reductions continued through the end of the fiscal year as the LAPD took responsibility for the Metro bus and rail service within the City of Los Angeles.

As of the end of the fiscal year, the total contracted personnel provided by the LASD was reduced by 225, with a reduction of 198 sworn personnel and 27 civilian personnel. This is a 36% reduction in both sworn and civilian personnel.



Exhibit 1							
Los Angeles County Sheriff's Department - Metro Contracted Staffing Levels							
FY 2017							
	July 1 to	April 1 to	May 16	June1	June 12	Number	Percentage
Sworn Personnel	March 30	May 15	May 30	June 11	June 30	Reduced	Reduced
Division Chief	1	0	0	0	0	1	100%
Commander	2	1	1	1	1	1	50%
Captain	3	3	3	1	1	2	67%
Lieutenants	18	15	15	15	15	3	17%
Sergeants	73	70	60	54	50	23	32%
Support Bonus I Deputies	22	19	19	14	14	8	36%
Support General Deputies	7	7	7	7	7	0	0%
Canine Sergeants	2	2	2	2	2	0	0%
Canine Handler	13	13	13	13	13	0	0%
Mental Health Team Deputy	4	4	4	4	4	0	0%
Team Leader Deputy	13	11	9	9	9	4	31%
Motorcycle Sergeants	3	3	3	3	3	0	0%
Motorcycle Officers	23	9	9	9	9	14	61%
Generalist Deputies	368	368	299	257	226	142	39%
Total Sworn Personnel	552	525	444	389	354	198	36%
Civilian Personnel							
Administrative Staff	8	5	5	5	5	3	38%
Clerical Staff	22	12	12	12	12	10	45%
Operations Staff	9	7	7	7	7	2	22%
Crime Analysts	2	2	2	2	2	0	0%
Law Enforcement Technicians	32	21	21	21	21	11	34%
Information Systems Support	2	1	1	1	1	1	50%
Evidence and Property Cust.	1	1	1	1	1	0	0%
Total Civilian Personnel	76	49	49	49	49	27	36%
Total Personnel	628	574	493	438	403	225	36%

LAPD Transit Services Division (TSD) Contract Services

Beginning in March 2017, the LAPD began taking responsibility for policing the Metro bus and rail system within the City of Los Angeles. Metro contracted for these services through a Limited Notice to Proceed for each period. Exhibit 2 shows that beginning on February 19 the LAPD provided a total of 16 personnel, with 13 sworn and 3 civilians to begin planning for the transition to full deployment at the beginning of FY 2018. This staffing level increased to a total of 49 personnel during June 2017, with 42 sworn personnel and 7 civilians.

It is important to note that the LAPD assumed responsibility for responding to calls for service on the Metro bus system within the City of Los Angeles at the beginning of March 2017. This service was provided by regular LAPD beat units throughout the City as part of the LAPD's responsibility for policing the City and did not require Metro to contract for these services or personnel. LAPD also began policing and providing a security presence on the Metro rail line within the City of Los Angeles.



Angeles in order to become oriented to the system and determine how to best provide policing service. These services overlapped with the service contracted for and provided by LASD.

Exhibit 2					
Los Angeles Police Department - Metro Contracted Staffing Levels					
FY 2017					
	February 19	March 19	April 16	May 14	June 11
	to March 18	to April 15	to May 13	to June 10	to June 30
Sworn Personnel					
Deputy Chief		1	1	1	1
Commander	1	1	1	1	1
Captain		1	1	1	1
Lieutenant	3	4	4	5	5
Sergeant	7	10	16	20	21
Detective					1
Police Officer	2	2	7	7	12
Total Sworn Personnel	13	19	30	35	42
Civilian Personnel					
Administrative Staff	2	1	2	2	3
Clerical Staff	1	1	1	2	3
Crime Analysts				1	1
Total Civilian Personnel	3	2	3	5	7
Total Personnel	16	21	33	40	49

Metro Security

Metro Security includes uniformed and armed or unarmed security personnel. Metro Security has long had the role of providing security for Metro’s Gateway Headquarters Building, protecting Metro’s revenue collection and cash counting operations, and providing security over Metro facilities throughout the County. Metro Security officers are neither sworn nor certified law-enforcement officers and do not have the authority to detain or arrest, nor use force except in a defensive mode.

Providing security for Metro facilities and operations is critical to ensure a safe transit environment for Metro employees, patrons and Metro property. This includes the bus division facilities, bus and rail maintenance facilities, parking lots, and other facilities.

In addition to providing security at Metro’s Gateway Headquarters Building, Metro Security provides security at Metro facilities. This is accomplished through:

- Mobile Security Units that patrol the various Metro facilities and provide a visible security presence for those facilities. These units also oversee the contracted private security personnel that are posted throughout these facilities.
- Revenue Operations Security provides security escorts of Metro revenue collection personnel, and security presence in the Metro cash counting facility. This security service



provides a visible security presence and deterrent to threats or attempts of theft of Metro cash assets.

- Pressure Washer and Maintenance Security provide security for Metro pressure washer and maintenance personnel that clean and maintain various Metro stations and facilities during the overnight hours. Security personnel provide a visible security presence and deterrent to assaults or other actions against these Metro personnel.

In addition, Metro Security has the primary responsibility for enforcing Metro’s fare requirements and code of conduct. This is accomplished through regular “high visibility” security operations on Metro’s rail lines and the bus system.

Exhibit 3 shows that Metro Security had a total of 190 security personnel budgeted during FY 2017. This includes a Transit Security Director, 5 Lieutenants, 9 Sergeants, 15 Senior Security Officers, 75 Transit Security Officer II’s, and 85 Transit Security Officers.

Exhibit 3	
Metro Security Staffing Levels	
FY 2017	
Position	Number
Transit Security Director	1
Transit Security Lieutenant	5
Transit Security Sergeant	9
Senior Transit Security Officer	15
Transit Security Officer II	75
Transit Security Officer	85
Total	190

Contracted Security Services

Metro also contracts with private security firms to provide private security personnel at various sites throughout the Metro System. Sites include bus divisions, maintenance facilities, terminals, stations, parking lots and roving patrols. The contracts provide for a total of 12,747 hours weekly, or 662,884 hours annually, which would equate to approximately 368 full-time equivalent (FTE) employees. The contracts require fully trained armed Security Officers. The private security firms are also required to provide field supervisors. These contract security officers are overseen and directed by Metro Security personnel.

Local Law Enforcement Agencies

Numerous local law enforcement agencies provide service within their jurisdictions throughout the L.A. County and Metro service area. This includes numerous municipal law enforcement agencies (Los Angeles Police Department, Long Beach Police Department, Santa Monica Police Department, Pasadena Police Department, etc.), as well as contract law enforcement services provided to municipalities by LASD.



These agencies typically deploy law enforcement personnel in police units or walking beats to patrol areas and to respond to incidents and calls for service, usually with a patrol unit assigned responsibility for patrolling and responding to calls for service in a specific beat or area. The size of these beats may vary based on the incident or call for service workload within the service area. However, beats are typically structured and sized in order to provide a reasonable response time to high priority incidents or calls for service within the service area.

Local law enforcement agencies respond to and handle incidents and calls for service within their jurisdiction and have a responsibility to do so. This is part of their basic service as law enforcement agencies. Similarly, these agencies have a responsibility to provide these same basic services to Metro buses and trains within their jurisdictions consistent with the service provided to all others within their jurisdictions. Metro should not have to contract with these agencies for basic services but may choose to contract for additional dedicated or supplemental resources from local law enforcement agencies.

Beginning in March 2017 and continuing into FY 2018, Metro is making better use of this resource. In the City of Los Angeles, LAPD began responding to incidents and calls for service on the Metro bus and rail system using LAPD beat units already deployed throughout the City. This service is provided as a basic service as it would be provided to any other member of the community in Los Angeles. This also allows the LAPD personnel contracted for by Metro to focus on providing a physical security presence on the Metro system since they do not have to also be prepared to quickly respond to incidents and calls for service on the system.

Recommendation 1: The Metro System Safety and Law Enforcement Department should continue to work with local law enforcement agencies to identify and expand the use of no cost basic law enforcement services.

Resource Monitoring and Oversight

Metro has and will continue to have a substantial investment in resources devoted to system safety and security. Ensuring that these resources are effectively and efficiently used is very important.

The monitoring and oversight of both in-house and contracted security personnel appears to be adequate. For Metro Security personnel, the oversight and monitoring is performed comparable to other Metro employees, through timesheets, certifications, and management and supervisory oversight. Oversight and monitoring of contracted security personnel is performed by Metro Security personnel as part of their mobile patrol functions. Metro Security personnel regularly visit posts staffed with contracted security personnel to ensure the contracted personnel are present and performing their duties. Also, since most contracted security personnel are assigned to fixed posts or areas, other Metro staff such as bus or rail division management expect them to be at those posts or areas.

Oversight and monitoring of contracted law enforcement resources has been more problematic. Metro has had some difficulty in ensuring that law enforcement personnel assigned to Metro are actually present and performing as assigned. The Metro contract with LASD required the number



of contracted time provided be within 98% of the contracted time. LASD provides a report that shows their calculated compliance with the contracted time. For FY 2017, the report showed the LASD was 99.4% compliant for sworn personnel and 101.9% compliant for civilian personnel. However, Metro has not had an effective means of verifying the accuracy of this report, or of verifying that personnel recording time on the Metro contract are actually present and providing the contracted services.

Beginning with FY 2018, the Metro System Safety and Security Department implemented regular “audits” of law enforcement personnel. These audits involve comparing the amounts billed by LASD on the invoice to a summary of information on personnel charging time to the contract (LASD Form RAPS 500E) and the roster or schedule of personnel working (in-service). This comparison is completed for specific days each month.

These regular audits are a positive step and provide increased oversight and monitoring of law enforcement staffing. However, these audits only monitor consistency between personnel time reporting and the invoice. They do not ensure that personnel charging time are actually present and working as assigned.

The Metro System Safety and Security Department has been working to develop and implement an effective method of tracking and monitoring the activities of safety and security resources deployed on the Metro system using the GPS function on smartphones used by Metro safety and security personnel. This would provide a reliable and verifiable mechanism for Metro to ensure that contracted and directly employed resources are being used effectively and as planned.

Recommendation 2: The Metro System Safety and Law Enforcement Department should continue to work to implement the GPS based resource oversight and monitoring application for use on smartphones, which is currently being used by Metro safety and security personnel.

Until the GPS based resource oversight and monitoring application can be fully implemented a further step would be to conduct audits of actual personnel presence several days each month. This could be accomplished using the radio and camera systems throughout the Metro system. Using the daily roster of law enforcement personnel (in-service), staff could radio assigned personnel and request their location. They could also request assigned personnel to check in at a camera to verify their presence where assigned.

Recommendation 3: The Metro System Safety and Law Enforcement Department should consider conducting audits of law enforcement personnel presence where assigned using the radio and camera systems throughout the Metro system several days each month.



B. Crimes Reported

Crime and disorder risks within the Metro system include the incidents of crime, general disturbances of the peace, and public safety. These risks are similar to those faced by most communities, albeit in a more specific arena. Crime and disorder risks are measured primarily by the number and severity of crime that occurs within an area.

The Federal Bureau of Investigation (FBI) Uniform Crime Reporting system defines serious crime (Part 1) as homicides, rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft and arson. The Uniform Crime Reports (UCR) are official data on crime in the United States, published by the FBI. UCR is a nationwide, cooperative statistical effort of law enforcement agencies voluntarily reporting data on crimes. Crime statistics are compiled from UCR data and published annually by the FBI in the Crime in the United States report series.

The purpose of this task was to review and verify the number of crimes and those solved (or cleared) reported by the LASD during FY 2017.

Violent Crime Reported

Part I Violent crime includes homicide, rape, aggravated assault, and robbery.

LASD Violent Crime Reported to Metro

Exhibit 4 on the following page shows that the LASD reported a total of 722 violent crimes¹ to Metro during FY 2017. This equates to 1.98 per day or 1.85 per million riders. The bus system had the largest percentage of violent crime, with 31%. However, it had fewer violent crimes per million riders (.81) than the overall average of 1.84.

The Blue and Green lines had the highest rate of violent crime per million riders. The Blue line had the highest number of crimes of the rail lines, accounting for about 23% of the total violent crime on the Metro system, with .46 violent crimes each day, and 7.05 per million riders. The Green line accounted for 17% percent of the violent crime on the total violent crime on the Metro system, with .33 violent crimes per day and the highest crime rate per million riders at 11.55.

The Expo line accounted for 11% of the violent crime on the Metro system, with .21 per day and 4.56 violent crimes per million riders. The Red and Gold lines are the safest lines on the Metro system based on the violent crime rate per million riders. The Red line accounted for 15% of the violent crime on the Metro system, with an average of .29 violent crimes each day. The rate of violent crime per million passengers was a relatively low 2.35. The Gold line had the lowest level of violent crime on the rail system, accounting for 4% of the violent crime on the Metro system, or .08 violent crimes each day. This amounts to 1.69 violent crimes per million riders.

¹ In the FBI's Uniform Crime Reporting (UCR) Program, violent crime is composed of four offenses: murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault. Violent crimes are defined in the UCR Program as those offenses, which involve force or threat of force.



Exhibit 4								
Metro Rail and Bus System								
LASD Reported Part 1 Violent Crime - FY 2017								
Crime	Blue Line	Green Line	Expo Line	Red Line	Gold Line	Bus	Totals	Percent
Homicide	0	2	0	1	0	0	3	0.42%
Rape	0	2	0	3	0	0	5	0.69%
Robbery	109	82	57	46	13	96	403	55.82%
Aggravated Assault	58	33	21	57	15	107	291	40.30%
Aggravated Assault - Operator	0	0	0	0	0	20	20	2.77%
Totals	167	119	78	107	28	223	722	100.00%
Percentage	23%	17%	11%	15%	4%	31%	100%	
Ridership (Millions)	23.7	10.3	17.1	45.6	16.6	276.7	390.0	
Per 1 Million Riders	7.05	11.55	4.56	2.35	1.69	0.81	1.85	
Per Day	0.46	0.33	0.21	0.29	0.08	0.61	1.98	
Source: BCAWR analysis of crime reported by LASD TPD Crime Analysis and Metro Estimated Ridership Statistics for July 1, 2016 to June 30, 2017								

Robbery was the most prevalent violent crime reported on the Metro system, accounting for about 56% of all violent crime. Aggravated assault was the second most prevalent violent crime, accounting for 43% of violent crime (40.3% on passengers, 2.77% on Operators).

LASD Part I Violent Crime Reported Under Uniform Crime Reporting (UCR)

Exhibit 5 on the following page shows the number of Part I violent crimes on the Metro system as reported under the FBI’s Uniform Crime Reporting system. As this exhibit shows, the crime numbers reported to Metro are consistent with those reported under UCR with the exception of the number of assaults reported. For FY 2017, LASD reported to Metro a total of 311 assaults, and reported 942 assaults under Uniform Crime Reports (UCR). Since the UCR is the official data on crime in the United States, published by the FBI, it is important that the number of crimes reported to Metro and the number reported under UCR are consistent.

Recommendation 4: The Metro System Safety and Law Enforcement Department should work with the LASD to identify reasons for the difference in the number of crimes reported to Metro and the number of crimes reported under UCR and reconcile the differences.



Exhibit 5					
Metro Rail and Bus System					
LASD UCR Reported Part 1 Violent Crime - FY 2017					
Month	Homicide	Rape	Robbery	Assaults	Totals
July	0	0	39	101	140
August	0	0	38	97	135
September	2	0	24	73	99
October	0	0	47	81	128
November	0	1	31	66	98
December	0	0	45	93	138
January	0	0	36	104	140
February	0	0	32	76	108
March	1	3	30	92	126
April	0	0	30	85	115
May	0	1	29	50	80
June	0	0	21	24	45
Totals	3	5	402	942	1352
Reported to Metro by LASD	3	5	403	311	722
Difference	0	0	-1	631	630

LAPD Reported Violent Crime

As discussed previously in this report, the LAPD began law enforcement operations on the Metro System beginning in March 2017. This included assuming responsibility for policing the Metro bus system within the City of Los Angeles and transitional services overlapping with those provided by the LASD on the rail lines within the City. LAPD was not required by Metro to track nor report crimes they responded to and handled in FY 2017. However, LAPD was able to provide the information in Exhibit 6 on the Part I violent crime the LAPD handled during FY 2017. This is important to track to provide accurate crime trend information in the future.

Exhibit 6					
Metro Rail and Bus System					
LAPD Reported Part 1 Violent Crime - FY 2017					
	March	April	May	June	Totals
Homicide	0	0	0	0	0
Rape	1	0	1	0	2
Robbery	10	16	22	26	74
Aggravated Assault	10	6	10	10	36
Totals	21	22	33	36	112
Source: BCAWR analysis of crime reported by the LAPD Transit Services Division					



Property Crime Reported

Part I property crime on the Metro system is also an important consideration, including burglaries and thefts.

LASD Property Crime Reported to Metro

Exhibit 7 shows the Metro system had a total of 897 reported property crimes² during FY 2017. This equates to 2.46 per day or 2.3 per million riders. The bus system had the largest percentage of property crime, with 28%. However, it had fewer property crimes per million riders than the overall average, with .91.

The Blue and Green lines had the highest rate of property crime per million riders. The Blue line had the highest number of crimes of the rail lines, accounting for about 19% of the total property crime on the Metro system, with .47 property crimes each day, and 7.3 per million riders. The Green line accounted for 15% percent of the property crime of the total property crime on the Metro system, with .38 property crimes per day and the highest crime rate per million riders at 13.5.

Exhibit 7								
Metro Rail and Bus System								
LASD Reported Part 1 Property Crime - FY 2017								
Crime	Blue Line	Green Line	Expo Line	Red Line	Gold Line	Bus	Totals	Percent
Burglary	2	1	1	3	2	4	13	1.45%
Grand Theft	63	31	48	34	11	91	278	30.99%
Petty Theft	65	32	91	61	33	119	401	44.70%
Grand Theft Auto	21	41	1	7	16	13	99	11.04%
Burglary from Vehicle	22	34	7	3	12	24	102	11.37%
Arson	0	0	0	2	1	1	4	0.45%
Totals	173	139	148	110	75	252	897	100.00%
Percentage	19%	15%	16%	12%	8%	28%	100%	
Ridership (Millions)	23.7	10.3	17.1	45.6	16.6	276.7	390.0	
Per 1 Million Riders	7.30	13.50	8.65	2.41	4.52	0.91	2.30	
Per Day	0.47	0.38	0.41	0.30	0.21	0.69	2.46	
Source: BCAWR analysis of crime reported by LASD TPD Crime Analysis and Metro Estimated Ridership Statistics for July 1, 2016 to June 30, 2017								

² In the FBI's Uniform Crime Reporting (UCR) Program, property crime includes the offenses of burglary, larceny-theft, motor vehicle theft, and arson. These theft-type offenses involve the taking of money or property, without force or threat of force against the victims. The property crime category includes arson because the offense involves the destruction of property.



The Expo line accounted for 16% of the property crime on the Metro system, with .41 per day and 8.65 property crimes per million riders. The Red and Gold lines are the safest lines on the Metro system based on the property crime rate per million riders. The Red line accounted for 12% of the property crime on the Metro system, with an average of .3 property crimes each day. The rate of property crime per million passengers was a relatively low 2.41. The Gold line had 8% of the property crime on the Metro system, or .21 property crimes each day. This amounts to 4.52 property crimes per million riders.

Petty theft was the most prevalent property crime reported on the Metro system, accounting for about 45% of all property crime. Grand theft was the second most prevalent property crime, accounting for 31% of property crime.

LAPD Reported Property Crime

As with violent crime, LAPD was not required to track nor report crimes they responded to and handled in FY 2017. However, LAPD was able to provide the information in Exhibit 8 below on the Part I property crime the LAPD handled. This is important to track to provide accurate crime trend information in the future.

Exhibit 8					
Metro Rail and Bus System					
LAPD Reported Part 1 Property Crime - FY 2017					
	March	April	May	June	Totals
Grand Theft	9	9	12	22	52
Petty Theft	8	11	14	32	65
Burglary from Vehicle	0	0	0	3	3
Totals	17	20	26	57	120

Source: BCAWR analysis of crime reported by the LAPD Transit Services Division

Other Crime Reported

Other significant crime reported also provides useful information on the safety and security of the Metro system.

LASD Other Significant Crime (Part 2 Crime) Reported to Metro

Exhibit 9 shows the Metro Bus and Rail system had a total of 1,406 reported other crimes (Part 2³) during FY 2017. This equates to 3.85 per day or 3.61 per million riders. The bus system had

³In the FBI’s Uniform Crime Reporting (UCR) Program Part II, the following categories are tracked: simple assault, curfew offenses and loitering, embezzlement, forgery and counterfeiting, disorderly conduct, driving under the influence, drug offenses, fraud, gambling, liquor offenses, offenses against the family, prostitution, public drunkenness, runaways, sex offenses, stolen property, vandalism, vagrancy, and weapons offenses.



the largest percentage of other crime, with 40%. However, it had fewer other crimes per million riders than the overall average, with 2.05.

The Blue and Green lines had the highest rate of other crime per million riders. The Blue line had 20% of the total other crime on the Metro system, with .78 other crimes each day, and 12.03 per million riders. The Green line accounted for 7% percent of the other crime on the Metro system, with .27 other crimes per day and 9.71 per million riders.

Exhibit 9								
Metro Rail and Bus System								
LASD Reported Part 2 Crime - FY 2017								
Crime	Blue Line	Green Line	Expo Line	Red Line	Gold Line	Bus	Totals	Percent
Battery	85	27	32	112	19	189	464	33.00%
Battery on Op	1	0	0	0	0	83	84	5.97%
Sex Offenses	14	5	11	27	16	46	119	8.46%
Weapons	34	8	1	11	3	19	76	5.41%
Narcotics	97	26	9	75	19	79	305	21.69%
Trespassing	20	3	2	31	9	6	71	5.05%
Vandalism	34	31	14	22	42	144	287	20.41%
Totals	285	100	69	278	108	566	1,406	100.00%
Percentage	20%	7%	5%	20%	8%	40%	100%	
Ridership (Millions)	23.7	10.3	17.1	45.6	16.6	276.7	390.0	
Per 1 Million Riders	12.03	9.71	4.04	6.10	6.51	2.05	3.61	
Per Day	0.78	0.27	0.19	0.76	0.30	1.55	3.85	
Source: BCAWR analysis of crime reported by LASD TPD Crime Analysis and Metro Estimated Ridership Statistics for July 1, 2016 to June 30, 2017								

The Expo line accounted for 5% of the other crime on the system, or .19 other crimes each day. This amounts to 4.04 other crimes per million riders. The Red line accounted for 20% of the other crime on the system, with .76 per day and 6.1 other crimes per million riders. The Gold line accounted for 8% of the other crime on the system, with an average of .3 other crimes each day and 6.51 other crimes per million passengers.

LAPD Reported Other (Part II) Crime

As with violent and property crime, LAPD was not required to track nor report other or Part 2 crimes they responded to and handled. However, LAPD was able to provide the information in Exhibit 10 below on Part 2 other crimes the LAPD handled. This is important to track to provide accurate crime trend information in the future.



Exhibit 10					
Metro Rail and Bus System					
LAPD Reported Part 2 Crimes - FY 2017					
	March	April	May	June	Totals
Battery	9	6	19	43	77
Battery - Domestic Violence	0	0	3	1	4
Battery - Spitting	1	1	0	3	5
Battery on Police Officer	0	1	1	0	2
Criminal Threats	0	3	1	4	8
Extortion	0	0	0	1	1
Resisting Arrest	0	0	0	3	3
Indecent Exposure	0	0	0	4	4
Lewd Conduct	0	0	0	1	1
Sex	3	0	0	0	3
Sex - Child Annoyance	0	0	2	2	4
Sex - Crime Against Child	0	0	1	0	1
Sex Battery - No Penetration	0	1	1	4	6
Throw Object from Moving Vehicle	0	0	0	2	2
Vandalism	3	0	1	8	12
Violation of Restraining Order	1	0	1	0	2
Child Abuse	0	0	1	0	1
Child Endangerment	0	0	1	0	1
Other Misc. Crime	0	0	1	4	5
Defraud Innkeeper	0	0	1	0	1
Totals	17	12	34	80	143
Source: BCAWR analysis of crime reported by the LAPD Transit Services Division					

Crime Clearance Rates

The LASD does not report crime clearance⁴ rates to Metro as part of the monthly report, nor were specific performance targets established. However, they do report crime clearance rates under the Uniform Crime Reporting (UCR) system. Exhibit 11 shows the number of crimes reported, the number of crimes cleared, and the percentage cleared.

Exhibit 11 shows that the LASD cleared (or solved) 30% of the crimes reported on the Metro system. For violent crimes, they cleared all of the homicides, 60% of the rapes, 20% of robberies, and 50% of assaults. For property crimes, they cleared 23% of burglaries, 11% of thefts, and 41% of motor vehicle thefts.

⁴ In the FBI's Uniform Crime Reporting (UCR) Program, law enforcement agencies can clear, or "close," offenses in one of two ways: by arrest or by exceptional means. Although an agency may administratively close a case, this does not necessarily mean that the agency can clear the offense for UCR purposes. To clear an offense within the UCR Program's guidelines, the reporting agency must adhere to certain criteria.



Exhibit 11								
Metro Rail and Bus System								
LASD UCR Reported Crimes and Clearances - FY 2017								
Crime	Homicide	Rape	Robbery	Assaults	Burglary	Theft	MV Theft	Total
Number Reported	3	5	402	942	13	783	98	2246
Number Cleared	3	3	81	469	3	86	40	685
Percent Cleared	100%	60%	20%	50%	23%	11%	41%	30%



C. Dispatched Incident Calls for Service and Response Times

A primary workload for law enforcement is responding to and handling incidents that occur on the system or calls for service. Responding to these calls and effectively handling the incidents that generate these calls is a high priority for ensuring system safety and security. Calls for service that require a physical response are categorized and dispatched by the LASD TPD in the following three priority categories:

- **Emergency Calls:** Are the highest priority and include situations where life or property is in imminent danger. These include crimes in progress such as robberies, rapes, assaults, or burglaries. These also include violent domestic disturbances and reports of individuals with guns or other weapons. Metro established a goal that these calls would be responded to within 8 to 10 minutes.
- **Priority Calls:** Include situations that require a fairly immediate police response, with no immediate threat to life or property. These could include disputes, disturbances of the peace, and suspicious activities. Metro established a goal that these calls would be responded to within 18 to 20 minutes.
- **Routine Calls:** Include calls where there is no substantial threat to life or property, but a response is needed. These include taking reports on crimes where some time has elapsed since the occurrence of the crime as well as quality of life issues that need to be addressed. Metro established a goal that these calls would be responded to within 25 to 30 minutes.

LASD Calls for Service by Line and Type of Call

The following exhibit shows the workload created by dispatched calls for service system-wide. For FY 2017, there were a total of 37,706 dispatched calls for service on the Metro system. This equates to an average of about 103 such calls for service each day.

Exhibit 12														
Metro Rail and Bus System														
Patrol Dispatched Calls for Service - FY 2017														
Dispatched Calls for Service	Blue Line		Green Line		Expo Line		Red Line		Gold Line		Bus		Totals	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Emergency	586	9%	207	8%	264	4%	328	6%	226	6%	693	6%	2,304	6%
Priority	2,990	46%	950	35%	1,945	29%	2,761	47%	1,658	44%	6,357	52%	16,661	44%
Routine	2,964	45%	1,511	57%	4,444	67%	2,797	47%	1,864	50%	5,161	42%	18,741	50%
Totals	6,540	100%	2,668	100%	6,653	100%	5,886	100%	3,748	100%	12,211	100%	37,706	100%
Percentage	17%		7%		18%		16%		10%		32%		100%	
Per Day	17.9		7.3		18.2		16.1		10.3		33.5		103.3	

Source: BCAWR Analysis of Calls for Service information provided by LASD TPD Crime Analysis.

As this exhibit shows, half (50%) of the calls for service dispatched were routine or low priority calls with no substantial threat to life or property. A significant number (44%) were priority calls requiring a fairly immediate police response but with no immediate threat to life or property. A



relatively small number (6%) were emergency calls where life or property was in imminent danger.

The bus system generated the largest number of dispatched calls for service, with 32% and 33.5 calls per day. The Expo Line generated 18% of the dispatched calls for service, with 18.2 calls per day. The Blue Line generated 17% of the dispatched calls for service with 17.9 per day. The Red Line generated 16% of the dispatched calls for service with 16.1 per day. The Gold Line generated 10% of the dispatched calls for service with 10.3 per day. The Green Line generated 7% of the dispatched calls for service with 7.3 per day.

Call Entry to Dispatch Performance

Law enforcement responses to calls for service require two key steps. The first is receiving and processing the call for service (often a 911 telephone call) and dispatching available law enforcement resources to respond and handle the call. This is often referred to as “call entry to dispatch.” The second is the response by the dispatched law enforcement resources, primarily time in-transit to the location of the call for service. This is often referred to as “dispatch to arrival.” Both of these require time and should be considered part of the overall response time to calls for service.

By including both of these times, the reported response times would be from the time the call for service is received at the call center, until law enforcement resources arrive at the scene of the call. The LASD TPD measures and reports the amount of time from dispatch of a call for service to arrival at the scene but does not include the call entry to dispatch time.

The call entry to dispatch time can be significant and may range from 4 to 6 minutes. Delays in dispatching can occur when no law enforcement resources are available to respond to a call for service. Tracking and reporting total response time, including both call entry to dispatch and dispatch to arrival, would provide a more complete and accurate perspective of the time required for law enforcement resources to respond to calls for service.

Recommendation 5: The Metro System Safety and Law Enforcement Department should work with the LASD and other contract law enforcement agencies to ensure both call entry to dispatch and dispatch to arrival times are tracked and reported to provide a more complete and accurate perspective of the time required to respond to calls for service and for comparison to Metro’s goals for response times to calls for service.

Recommendation 6: The Metro System Safety and Law Enforcement Department should take appropriate action to enforce contract terms on reporting response time and include note in monthly board reports instances where reported response times are not complete or in compliance with contract requirements.

LASD Calls for Service Response Performance

Information on performance in responding to dispatched calls for service is useful in service planning and deployment of resources. The following exhibit shows the average time (in



minutes) required to respond to incidents or calls for service by Metro rail line and the bus system.

Exhibit 13							
Metro Rail and Bus System							
LASD Patrol Dispatched Calls for Service Response Times (In Minutes) - FY 2017							
Type of Call	Average Response Times						
	Blue Line	Green Line	Expo Line	Red Line	Gold Line	Bus	Average
Emergency	5.35	5.08	3.38	5.70	6.09	8.45	5.67
Priority	11.38	11.13	7.59	14.86	13.96	15.33	12.37
Routine	21.48	19.65	7.93	23.45	21.26	26.51	20.05

Source: BCAWR Analysis of Calls for Service information provided by LASD TPD Crime Analysis.

As this exhibit shows, on average it took 5.67 minutes for the dispatched patrol unit to respond to the scene of the call for service for emergency calls. The longest response time was for the bus system, taking an average 8.45 minutes. For the rail lines, the Gold Line had the longest average response time at 6.09 minutes, followed by the Red Line at 5.7 minutes, the Blue Line at 5.35 minutes, the Green Line at 5.08 minutes, and the Expo Line at 3.38 minutes. Since the reported response times included only the time from dispatch to arrival it is unclear if the reported response time met Metro’s stated goal of responding within 8 to 10 minutes.

For priority calls it took an average of 12.37 minutes for the dispatched patrol unit to respond to the scene of the call for service. The longest response time again was for the bus system, taking an average 15.33 minutes. For the rail lines, the Red Line had the longest average response time at 14.86 minutes, followed by the Gold Line at 13.96 minutes, the Blue Line at 11.38 minutes, the Green Line at 11.13 minutes, and the Expo Line at 7.59 minutes. Since the reported response times included only the time from dispatch to arrival it is unclear if the reported response time met Metro’s stated goal of responding within 18 to 20 minutes.

For routine calls it took an average of 20.05 minutes for the dispatched patrol unit to respond to the scene of the call for service. The longest response time again was for the bus system, taking an average 26.51 minutes. For the rail lines, the Red Line had the longest average response time at 23.45 minutes, followed by the Blue Line at 21.48 minutes, the Gold Line at 21.26 minutes, the Green Line at 19.65 minutes, and the Expo Line at 7.93 minutes. Since the reported response times included only the time from dispatch to arrival it is unclear if the reported response time met Metro’s stated goal of responding within 25 to 30 minutes.

It is also important that calls requiring a law enforcement response received by Metro Bus or Rail Operations are quickly and efficiently routed to the law enforcement dispatch center. Delays in transferring these calls can significantly impact the overall time it takes for law enforcement resources to arrive at the scene and handle incidents. Given this, Metro Operations should monitor and track law enforcement transfer time and take appropriate actions to ensure calls are quickly processed.



Recommendation 7: Metro Operations should monitor and track the amount of time required to transfer calls requiring a law enforcement response to the appropriate law enforcement dispatch center and take appropriate actions to ensure calls are quickly processed.



D. Fare and Code of Conduct Enforcement and Citations

Enforcing fare compliance on the Metro system, as well as the Metro Customer Code of Conduct, is another key element of Metro’s safety and security mission. Currently, this mission is primarily the role of Metro Security but is also performed by contracted law enforcement personnel. Exhibit 14 shows the citations for Metro Code of Conduct violations, including those related to transit fares.

Exhibit 14					
Citations for Metro Code of Conduct Violations					
FY 2017					
Code of Conduct Violation	Code Section	Metro Security	LA Sheriffs	LA Police	Long Beach Police
Riding a Wheeled Device	6-05-040.A	135	2		
Not Using Elevator with Wheeled Device	6-05-040.C	4	2		
Not Using Wheeled Device as Required	6-05-050.D	1			
Blocking with Wheeled Device	6-05-050.E	1			
Large Cart, Dolly or Stroller	6-05-070.A	2			
Abuse or Harassment	6-05-080.A	3			
Wear a Shirt, Pants or Skirt, and Shoes	6-05-080.E	1			
Engage in Commerce without Permit	6-05-090.A	65	9		
Expectorating (spitting)	6-05-100.A	5			
Urinating or Defecating	6-05-100.C	1			
Placing Feet or Shoes on Seats or Furnishings	6-05-100.J	1			
Littering or Dumping	6-05-100.L	63			
Eating, Drinking, Smoking, Vaping	6-05-110.A	484	21		
Drinking, Possessing an Open Alcoholic Beverage	6-05-110.C	3	1		
Under the Influence of Alcohol or Drugs	6-05-110.E		1		
Loitering	6-05-120.A	81	23		
Disturbing Others by Unruly Behavior	6-05-150.A	21	7		
Failing to Comply to Stop Noise	6-05-150.B		1		
Playing a Sound Device Without Headphones	6-05-150.C	1	1		
Abandoning Personal Items	6-05-190.A.3	13	1		
Affixing or Posting Signs, Stickers, Buttons, etc.	6-05-200.A	5			
Not Obeying Safety and Security Signs	6-05-200.C	7			
Not Obeying Notices and Signs Posted	6-05-200.D	3,551	48	1	2
Failure to Pay Applicable Fares and Fees	6-05-230.A	14,900	165	4	3
Boarding Without Proof of Valid Fare Media	6-05-230.C.1	5,268	36	2	4
Bypassing or Avoiding Fare Zone Barriers	6-05-230.C.10	4			
Duplicating, Counterfeiting, Altering Fare Media	6-05-230.C.2	2			
Falsely Representing Eligibility for Reduced Fare	6-05-230.C.4	6			
Refusing to Show Proof of Valid Fare	6-05-230.C.5	3			
Misusing Fare Media	6-05-230.C.6	114	3		
Unauthorized Use of Discount Ticket	6-05-230.C.7	135			
Notice of Exclusion	6-05-240E	1			
Total Citations		24,881	321	7	9

Source: BCAWR Analysis of Citation Information provided by Metro Systems Security Administration & Compliance.



Exhibit 15 shows that the vast majority (99%) of the citations for Metro Code of Conduct violations are issued by Metro Security. This demonstrates a substantial change in the responsibility for fare and code of conduct enforcement. In the past, each LASD sworn personnel had a performance target of 75 fare checks per shift. In addition, the Metro contract with LASD included staffing of over 100 civilian Security Assistant positions whose sole responsibility was to enforce fare and code of conduct requirements.

Exhibit 15 shows the trend in citations issued over the past five years. As this exhibit shows, the number of citations issued has declined substantially over this time period, with a cumulative decline of 75%.

Exhibit 15			
Citations for Metro Code of Conduct Violations			
FY 2013 to FY 2017			
Year	Citations Issued	Annual Change	Cumulative Change
FY 2013	100,937		
FY 2014	82,892	-18%	-18%
FY 2015	58,102	-30%	-42%
FY 2016	29,524	-49%	-71%
FY 2017	25,218	-15%	-75%

Some of this decline may be the result of improved fare compliance resulting from changes in access to the Metro system (e.g. gate locking), and increased awareness and understanding of the TAP fare system. However, it is likely that a substantial portion in this decline is due to the significantly reduced fare enforcement level of effort or more issuance of warnings than citations. It is unclear what impact the reduced level of fare enforcement and citation issuance has had on actual fare compliance.

Recommendation 8: The Metro System Safety and Law Enforcement Department should evaluate the impact of the reduced level of fare enforcement and citations on fare compliance on the Metro system and consider expanding the level of enforcement using Metro Security or contracted law enforcement personnel.



E. Visibility of Security Personnel

Providing a visible security presence within the Metro system is an important strategy for providing both a sense and reality of safety. Uniformed patrols, usually within the high traffic stations of the system, create a felt presence of safety and security among the riding public. Visible presence in areas frequently used by passengers include areas near fare gates, boarding areas of buses and trains, and lobby and public parking areas.

A visible security presence provides a deterrent to criminal activity, disorder, and Customer Code of Conduct violations and encourages fare compliance. This presence also provides a sense of confidence in the safety and security of the system by the riding public.

The primary strategy for providing a visible security presence is to staff and deploy adequate uniformed resources (law enforcement and/or security) so they are frequently visible to persons using the Metro system. The intent is to provide a “felt presence” of safety and security personnel. The approach used to provide this visible security presence in the past, including most of FY 2017, was hindered by two key challenges.

The first challenge was that LASD contract law enforcement personnel were given two conflicting priorities – providing an ongoing visible security presence at stations and on trains and buses and responding quickly to incidents that occur throughout the system. Providing an ongoing visible security presence on the Metro rail system is best accomplished through foot patrols with personnel walking through stations and riding trains from station to station.

Functioning in this role would make it very difficult to quickly respond to any incident or call for service that required attention. The personnel would have to take the train back to the station where they had their patrol unit and respond from there. Given this, many of the LASD personnel assigned stayed in their patrol units and respond to calls for service as dispatched. Given that response time was tracked and reported as a performance indicator under the contract and measuring security presence is much more difficult and subjective, the focus was on response performance.

The approach implemented beginning in July 2017 more effectively splits the two conflicting roles, at least within the cities of Los Angeles and Long Beach. LAPD and LBPD personnel assigned to Metro provide a visible security presence as their primary role and responsibility. The responsibility for responding to incidents or calls for service is the responsibility of the patrol beat units in the areas of each city that are responsible for the area the incident or call for service is in.

Recommendation 9: The Metro System Safety and Law Enforcement Department should monitor the approach implemented in July 2017 to ensure LAPD and LBPD personnel assigned to Metro have been providing a visible security presence as their primary role and responsibility and incidents or calls for service are responded to by regular beat units.

The second challenge was ensuring that personnel assigned to the Metro system were actually present and performing their functions as assigned. As discussed under the “Resource Monitoring and Oversight” section of this report, oversight and monitoring of contracted law



enforcement resources has been problematic, with Metro having some difficulty in ensuring that law enforcement personnel assigned to Metro are actually present and performing as assigned.

Beginning with FY 2018, the Metro System Safety and Security Department implemented regular “audits” of law enforcement personnel. These regular audits are a positive step and provide increased oversight and monitoring of law enforcement staffing. However, Metro needs to continue to strengthen monitoring and oversight through implementation of tracking and monitoring these resources using GPS. In the short-term, Metro should consider conducting audits of actual personnel presence several days each month. These are discussed as recommendations 2 and 3 of this report.



G. Special Operations

During part of FY 2017, the LASD operated several specialty teams throughout the Metro system. Several of these teams were discontinued and disbanded in late February or early March of 2017 as policing of the bus and rail service within the City of Los Angeles began transitioning to the LAPD. The Transit Mental Evaluation Team continued operations, and the Motorcycle deputies continued operation at a significantly reduced staffing level.

The following sections describe each of the specialty teams and provide information on their activities during the period of FY 2017 they were in operation. No specific performance targets were established for these specialty teams.

Bus Riding Team (BRT)

The Bus Riding Team (BRT) is comprised of Deputies and a dedicated Team Sergeant. The Bus Riding Team concentrates efforts on Intelligence Led Policing (ILP) reported crimes and addresses Fare Enforcement and Visibility needs throughout the Metro system. Team members conduct “Bus Boardings” and “Bus Rides” as their main focus and interact with Metro Bus Operators and patrons. They establish “first name” professional relationships with Metro Operators and patrons and saturate bus lines where fare evasion, crime, operator requests, or quality of life issues warrant. They gather vital intelligence, engage in special “Plain Clothes” and “Uniformed” Bus Operations and comprehensively address operator, bus division and bus operations center tied concerns. They are able to respond as a team to address crime trends on buses and serve as technical experts for LASD and Metro in this arena.



Exhibit 16 shows the activities of the Bus Riding Team during FY 2017.

Exhibit 16	
Bus Riding Team (BRT) Activities	
FY 2017	
Activity	Number
Bus Boardings	3,255
Bus Rides	10,853
Fare Checks	497,279
Citations	9
Fare Warnings	926
Felony Arrests	1
Misdemeanor Arrests	3
Misdemeanor Warrant Arrests	13
Field Interviews	172
Plainclothes Operations	8
High Impact Operations (ILP)	267
Calls Handled/Assisted	133
Reports Written	3
Operations Plans Developed	10

Crime Impact Teams

Crime Impact Teams (CIT 1 and CIT 2) are comprised of team deputies and a sergeant for each team. Team members address Metro related quality of life and crime occurrences on the Metro system. The teams focus on trends and noteworthy crimes wherever they occur. Through staggered deployment and a divided geographic workload, the teams both decentralize and combine forces where circumstances warrant. The CIT Teams devote the necessary time and resources required to accomplish the assignment.



Exhibit 17 shows the activities of the two Crime Impact Teams during FY 2017.

Exhibit 17		
Crime Impact Team (CIT) Activities FY 2017		
Activity	Team I	Team II
Felony Arrests	78	42
Misdemeanor Arrests	9	146
Felony Warrant Arrest	12	12
Misdemeanor Warrant Arrest	67	366
Probation/Parole Searches	13	823
Citations	114	160
Field Interviews	16	6
Search Warrants	11	1
High Impact Operations (ILP)	108	49
Plainclothes Operations	106	30
Reports Written	70	205
Ops Plans	138	24
Damage Cleared	\$0	\$3,000

Threat Interdiction Unit (TIU)

The Threat Interdiction Unit (TIU) is comprised of dozens of deputies and several team sergeants who are trained in highly specialized Counterterrorism prevention, intervention and suppression strategies. TIU was specifically created and expanded with the Metro mission in mind. Through years of investment in transit specific training and equipment, TIU has built a team of functionally capable and internationally recognized Counterterrorism experts. TIU played a key role in Transit System Security and the Department's overall response readiness.



Exhibit 18 shows the activities of the Threat Interdiction Unit during FY 2017.

Exhibit 18	
Threat Interdiction Unit (TIU) Activities FY 2017	
Activity	Number
Felony Arrests	27
Misdemeanor Arrests	118
Citations	504
Unattended Bags	915
Calls for Service	863
Medical Aid	212
Assist other Units	2,554
Escorts off Property	6,127
Radiation Hits	56
5150 Committals	53
Observations	2,074
Reports	83
Unscheduled Response (Call-Out)	9
Taps	10,297
Visible Intermodal Prevention Response (VIPR)	74
Mobile Search and Screening (MSST)	58

Transit Mental Evaluation Team (TMET)

The Transit Mental Evaluation Team (TMET, formerly known as the Crisis Response Unit) provides mental evaluation and homeless outreach services to those in need, throughout the Metro system. On call 24/7, TMET provides evaluation, transportation support, social service linkages and specialized expertise and assistance for the TPD deputies in the field.



Exhibit 19 shows the activities of the Transit Mental Evaluation Team during FY 2017.

Exhibit 19	
Transit Mental Health Evaluation Team (TMET) Activities	
FY 2017	
Activity	Number
Patients placed on 5150 hold and transported to mental health facility	277
Persons transported to homeless shelters or facilities	455
Homeless encampments assessed	51
Homeless encampments cleaned up	31
Mental Health classes taught	7
Homeless outreach operations on rail lines	9
Homeless population assessments assisted	3
Mental health training classes attended	20

Canine Teams

TPD K9 (Canine) Teams are a highly visible, skilled explosives detection asset. The K9's unique ability to detect odors from substances used in explosive devices protects Metro patrons, employees, and facilities from potential acts of terrorism, via explosives detection sweeps. The K9 Teams are comprised of multiple explosives detection dogs and their handlers, whose mission is accomplished by providing maximum visibility, while maintaining the highest level of explosive detection and tactical training available. Handlers and their K9's receive extensive training and annual certification through TSA and the National Explosives Detection Canine Training Program.

Information on the activities of the Canine Team during FY 2017 was not available.

Motorcycle Deputies

Motor Units were used as an additional field resource, capable of response in a more efficient manner to calls for service. Given dense traffic on freeways and surface streets, Motor Units are frequently able to respond to calls for service faster than units assigned to a patrol vehicle. Motor Units also are used during traffic collisions, traffic incidents, crowd control situations, bus bridges, emergent calls, civil unrest and other tactical situations, due to their mobility. Motor Units also provided grade crossing enforcement, traffic control, engage in bus boardings, and Intelligence Led Policing Directed Patrol, as needed. TPD Motors were deployed in Los Angeles' Central Business District, as well as a variety of North/South Command patrol areas.

Information on the activities of the Motorcycle Deputies during FY 2017 was not available.



H. Conclusion

FY 2017 was a transition year for Metro’s security and law enforcement operations, moving from a single contract with the LASD to multiple contracts with LASD, LAPD, and LBPD. It is important to monitor and compare performance under the two models to determine the impact of the transition to the multiple agency model.

The contracts with LASD, LAPD, and LBPD beginning with FY 2018 each contain specific key performance indicators (KPI’s) as shown in Exhibit 20 below. As this exhibit shows, most of these key performance indicators were not tracked nor reported during FY 2017, so performance in these areas cannot be compared.⁵ However, the two key performance indicators related to incident response times and total crime were tracked and reported in FY 2017 and can be compared with FY 2018 and future year results.

Exhibit 20 Key Performance Indicators (KPI) Beginning FY 2018			
No.	KPI Name	KPI Definition	Compare with FY 2017
1	The number of minutes per officer spent on foot and vehicle patrols of bus stops, transit centers, train platform / plazas / stations (LASD and LAPD Only)	The total number of patrol minutes per officer spent on the following: <ul style="list-style-type: none"> • Riding trains or buses, • Foot patrols of bus stops, transit centers, train platforms, plazas, and stations, and • Vehicle patrols of bus stops, transit centers, train platforms, plazas, and stations. 	No
2	Ratio of staffing levels and vacant assignments	The number of officers required to work per contract compared to the number of officers present.	No
3	Ratio of proactive versus dispatched activity	The number of minutes an officer spends proactively patrolling the system compared to responding to computer calls.	No
4	Number of bus and train boardings (Bus Boardings LASD and LAPD Only)	Not defined in the contracts – Should be the number of times law enforcement personnel board buses or trains for high visibility patrol or to respond to an incident.	No
5	Incident response times	The time from when the call is received by the police department (dispatch center) to the time when the officer actually makes contact at the scene.	Yes
6	Decreases / Increases in crime	Part 1 & Part 2 crimes per 1 million passenger boardings.	Yes
7	Number of grade crossing operations	Each agency conducts 1 grade crossing operation per month (minimum 4-hour operation). The focus is on pedestrian safety and vehicle compliance with gates.	No
8	Number of fare enforcement operations (LBPB only)	Not defined in the contracts – Should be the number of times LBPB conducts specific fare enforcement operations.	No

⁵ Bus boardings performed by the LASD Bus Riding Team (BRT) were tracked and are included in this report under the Special Operations section. However, since the BRT was disbanded this may not provide a reasonable baseline for comparison.



Recommendation 10: The Metro System Safety and Law Enforcement Department should compare performance under the single and multiple law enforcement agency models to the extent possible to determine the impact of the transition to the multiple agency model.



Appendix: Schedule of Recommendations and Proposed Actions

Metro Transit Security Function Performance Review Recommendation Summary and Proposed Actions					
No.	Recommendation	Staff Assigned	Agree or Disagree	Proposed Action	Completion Date Estimate
1	The Metro System Safety and Law Enforcement Department should continue to work with local law enforcement agencies to identify and expand the use of no cost basic law enforcement services.				
2	The Metro System Safety and Law Enforcement Department should continue to work to implement the GPS based resource oversight and monitoring application for use on smartphones, which is currently being used by Metro safety and security personnel.				
3	The Metro System Safety and Law Enforcement Department should consider conducting audits of law enforcement personnel presence where assigned using the radio and camera systems throughout the Metro system several days each month.				
4	The Metro System Safety and Law Enforcement Department should work with the LASD to identify reasons for the difference in the number of crimes reported to Metro and the number of crimes reported under UCR and reconcile the differences.				
5	The Metro System Safety and Law Enforcement Department should work with the LASD and other contract law enforcement agencies to ensure both call entry to dispatch and dispatch to arrival times are tracked and reported to provide a more complete and accurate perspective of the time required to respond to calls for service and for comparison to Metro's goals for response times to calls for service.				
6	The Metro System Safety and Law Enforcement Department should take appropriate action to enforce contract terms on reporting response time and include note in monthly board reports instances where reported response times are not complete or in compliance with contract requirements.				
7	Metro Operations should monitor and track the amount of time required to transfer calls requiring a law enforcement response to the appropriate law enforcement dispatch center				



No.	Recommendation	Staff Assigned	Agree or Disagree	Proposed Action	Completion Date Estimate
	and take appropriate actions to ensure calls are quickly processed.				
8	The Metro System Safety and Law Enforcement Department should evaluate the impact of the reduced level of fare enforcement and citations on fare compliance on the Metro system and consider expanding the level of enforcement using Metro Security or contracted law enforcement personnel.				
9	The Metro System Safety and Law Enforcement Department should monitor the approach implemented in July 2017 to ensure LAPD and LBPD personnel assigned to Metro have been providing a visible security presence as their primary role and responsibility and incidents or calls for service are responded to by regular beat units.				
10	The Metro System Safety and Law Enforcement Department should compare performance under the single and multiple law enforcement agency models to the extent possible to determine the impact of the transition to the multiple agency model.				