

EAST WEST GATEWAY COUNCIL OF GOVERNMENTS

# METROLINK SYSTEM-WIDE SECURITY ASSESSMENT

## EXISTING CONDITIONS REPORT

### FINAL REPORT



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WSP  
SUITE 2800  
211 NORTH BROADWAY  
ST. LOUIS, MO 63102

TEL.: +1 314 206-4444  
FAX: +1 314 421-1741  
WSP.COM





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# OVERVIEW AND APPROACH

As domestic and international transportation venues experience crime and terrorism, concern for transportation security is growing across transportation and rail providers and stakeholders. To operate safely and securely, the St. Louis MetroLink system must consider how security threats and vulnerabilities manifest locally on the system.

In response to growing transportation security concerns, the East West Gateway Council of Governments (EWG) initiated a system-wide security assessment for MetroLink and contracted with a WSP-led team to execute the assessment. This Existing Conditions Report establishes the baseline for the assessment. Characterizing MetroLink's assets—physical, electronic, procedural, policy-based, and relationship-based—enables the identification of where vulnerabilities exist and what strategies may be leveraged to enhance both real and perceived security on the system. Results from this report will facilitate a peer transit agency review of MetroLink and will feed into a system-wide threat and vulnerability assessment (TVA) that will ultimately lead to recommendations and an implementation plan.

This report characterizes the following existing conditions:

- **MetroLink assets:** including physical and electronic, processes and procedures, staffing, and relationships.
- **Security staffing:** including agreements, training, procedures, and real and perceived problems at the stations and on the system.
- **Fare enforcement:** including program and policies, fare evasion data analysis and management, and inspection and citation process.

The following methods were used to inventory and assess the above existing conditions:

- **Data review:** including information obtained from the EWG, Metro, other stakeholders, media, and online searches.
- **Stakeholder interviews:** including Metro, EWG, the city and counties, policing agencies, and the public.
- **Site visits:** documenting the system's physical assets, processes, and relationships.

The remainder of this report is organized into the following five main categories, which are further broken down by station or asset where applicable:

- 1 Physical assets
- 2 Technology
- 3 Security staffing
- 4 Procedures and training
- 5 Fare enforcement

# I PHYSICAL ASSESTS

The St. Louis MetroLink system consists of 46 line miles with 38 stations across two lines that generally run east-west. Thirteen stations are exclusive to the Red Line, 9 stations are exclusive to the Blue Line, and the remaining 16 stations service both lines, as shown on the system map in Figure 1.

The WSP team conducted site visits at each of the MetroLink stations to catalog and evaluate station physical assets. The remainder of this section provides an overview of station physical assets, first by characteristics common to all stations followed by station-specific characteristics.

## I.1 COMMON CHARACTERISTICS OF ALL STATIONS

MetroLink stations consist of one of the following types of platforms:

- Elevated
- Below grade, open cut
- Underground
- At grade open stations

Station platform configurations tend to be either alternating center platforms or side platforms. One station, Wellston, is designed with offset platforms.

### **SIGNAGE**

MetroLink system signage in and around the stations and vehicles is inconsistent. In many areas the security-related signs are not well-placed (e.g., hidden between advertisements) resulting in confusing messaging. Temporary signage and system notices are zip-tied to fences, appearing to be haphazard and ineffective. Much of the signage and/or posters are also outdated (some easily several years old) while many advertisement panels are frosted over making them illegible. At some stations, all of the advertisement panels are filled, making the platform visually less open and less transparent.

### **WAYFINDING**

Wayfinding throughout the MetroLink system is generally difficult to understand for visitors. It is not uncommon for passengers to end up on the Blue Line trying to get to the airport that is only serviced by the Red Line. In addition, directions at stations are not always clear, such as when platform arrows point to the other side/direction. Station names are also difficult to see from inside the train and at the ends of platforms.

### **LIGHTING**

Lighting along the MetroLink system is generally adequate. Some lighting has been replaced with LED lights that are more efficient and provide better color rendering. Some below grade, open cut stations, particularly Forest Park and Central West End, have elevators to the streets above; however, the elevators are somewhat hidden and during the day they are cast in shadow and less visible. During dark evening hours, the elevators are well-lit.

Figure 1. MetroLink System Map



## CPTED

As part of the station assessment of the MetroLink system, the WSP team evaluated each station for adherence to the four principles of Crime Prevention Through Environmental Design, or CPTED (pronounced Sep-Ted). CPTED is a crime prevention philosophy based on the theory that proper design and effective use of the built environment can lead to a reduction in the fear and incidence of crime, as well as an improvement in the quality of life. The four principles of CPTED are as follows:

- 1 **Natural Access Control** – The physical guidance of people coming and going from a space by the judicious placement of entrances, exits, fencing, landscaping and lighting.
- 2 **Natural Surveillance** – The placement of physical features, activities and people in such a way as to maximize safety.
- 3 **Territorial Reinforcement** – The use of physical attributes that express ownership, such as fences, pavement treatment, art, signage, and landscape.
- 4 **Maintenance** – Allows for the continued use of a space for its intended purpose. It serves as an additional expression of ownership, prevents reduction of visibility from landscaping overgrowth and obstructed or inoperative lighting.

In general, each station is consistently designed with similar branding, amenities, fencing, and look and feel which reinforces a sense of ownership and territoriality. Additionally, the fencing used is consistent, allows for good transparency and helps define access and support wayfinding for passengers. Platforms are open and in general most stations allow for natural surveillance by allowing for eyes on the street and the sense of being watched.

However, some of the below grade open cut stations have limited sight lines and contain hidden spaces creating a sense of being unsafe. While there is a presence of CCTV cameras at all stations to support natural surveillance, many cameras appear misaligned such that they would not provide sufficient coverage of all entrances and exits. All stations have passenger assistance call buttons, but the call stations were not always highly visible or well-marked. Newer stations had blue lights and were better marked for emergency use and/or assistance. Maintenance is generally good and graffiti appears to be actively removed by Metro staff, which contributes to keeping the stations looking cared for and positive in appearance. However, some signage and passenger alerts are several months or even years out-of-date and convey a sense of not being maintained or cared for.

## 1.2 STATION-SPECIFIC CHARACTERISTICS

This section provides a station-by-station summary of existing conditions. The stations are listed from west to east, starting with Red Line-only then Blue Line-only stations, followed by stations serving both Red and Blue Lines, and ending with Red Line-only stations. The blue and red dots next to station names indicate which line or lines the station services.

## LAMBERT TERMINAL 1 ●

- Elevated center platform station
- Six CCTV cameras on platform, three at each end providing views of both sides of platform
- Seating areas and ad panels block sight lines on platform
- Escalator and elevator at west end of platform provides direct access to airport terminal
- Escalator out-of-service during several visits



## LAMBERT TERMINAL 2 ●

- Elevated center platform station
- Four CCTV cameras total at station: three at east end of platform with one aimed directly at elevator door and two aimed at the platform, and one camera located at west end of platform looking east
- No cameras are aimed at TVMs or validators
- Elevator located at west end of platform provides access to parking lot below
- No direct access from terminal to platform, but well-marked pedestrian path from bottom of platform through parking garage to terminal
- Pathway through parking garage is marked with paint only; no physical barrier separates pedestrians from parked cars
- Seating areas and ad panels block sight lines on platform
- Escalator and elevator at west end of platform provide access to airport terminal



## NORTH HANLEY ●

- At grade side platform station
- CCTV cameras at each end of platform
- Large park and ride facility with garage and seven bus bays
- Glass staircase to parking garage provides eyes on the street and open views
- Food link truck at site, when open, enhances natural surveillance by adding “eyes on the street” from staff and customers
- Five fare validators at entry to platform



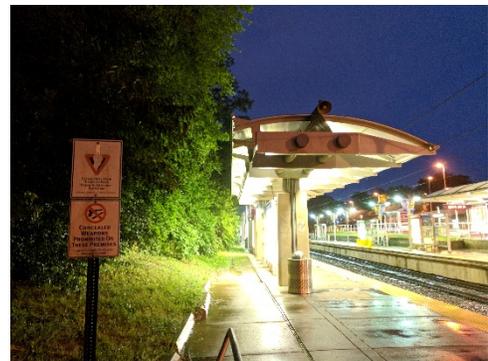
## UMSL NORTH ●

- Below grade station with side platform
- CCTV cameras at each end of platform
- One dome CCTV camera at entry to platform
- Large park and ride lot and bus transfer facility
- Serves UMSL campus
- Parking lot is above the platform but area is open with good sight lines from parking lot into platform



## UMSL SOUTH ●

- At grade station with side platforms
- Park and ride lot and bus transfer facility
- CCTV cameras at each end of platform
- Public art located at parking and ride lot
- Thick vegetation behind east bound side platform



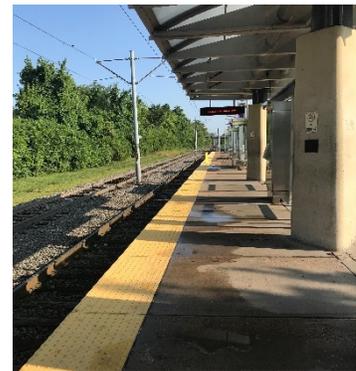
## ROCK ROAD ●

- At grade side platform station
- Large park and ride and bus transfer center
- Poor maintenance, as indicated by pot holes in concrete on platforms, base plate for lighting pole loose and light pole removed, ad panels fogged over
- Blind spots on bus side created by shelters
- Two CCTV cameras located at each end of platform, plus a dome camera located at TVM building
- Night time lighting is dim
- Good sight lines from platform to parking and bus areas, and platform entry area



## WELLSTON ●

- At grade station with offset platforms on either side of intersection with Plymouth Road
- Park and ride lot located on east bound side of station
- One CCTV camera at each platform
- TVM machines located on westbound side with park and ride lot
- Well-marked fare zone; however, passengers were observed waiting just outside of fare zone and until train pulled up to enter fare zone and board the train



## DELMAR LOOP ●

- Below grade open cut type station with side platforms
- Park and ride lot with separate access to platforms from the east accesses the station as an at-grade platform
- Bus transfer point at street level above
- Security/staff booth at street level with view of platform area and bus transfer area
- Ramps provide access to platforms from street level
- Well landscaped and maintained
- Lack of signage at platform level directing passengers to park and ride area
- Observed people congregating at top of stairs at street level creating a 'gauntlet' for passengers to pass through on their way to buses, parking areas, etc.



### SHREWSBURY-LANSDOWNE I-44 ●

- Elevated center platform station
- End of line for Blue Line trains
- Large park and ride lot near I-44
- CCTV cameras located at ends of platform



### SUNNEN ●

- At grade station with side platforms
- Large park and ride lot with bus connections
- Office park nearby
- CCTV cameras at end of platforms
- TVM building blocks sight lines and creates blind spots behind building



### MAPLEWOOD-MANCHESTER ●

- Elevated station with center platform
- CCTV cameras located at each end of platform
- Station located on overpass over Manchester Road
- Typical MetroLink station amenities and branding
- Parking and bus transfer area below platform

### BRENTWOOD I-64 ●

- Below grade open cut style with side platforms
- Ramps to upper level area.
- Park and ride adjacent to station area
- Good sight lines from upper access points into platform area
- Clean and well-maintained

### RICHMOND HEIGHTS ●

- At grade center platform station
- CCTV cameras located at ends of platform
- Serves nearby mall as well as park and ride
- “Fare corral” defines fare zone and forces passengers to face tracks when crossing them to access platform ramp



## CLAYTON

- Center platform situated in the median of Forest Park Parkway
- At grade platform along parkway with elevated crossings over parkway for passenger access to Clayton
- Adjacent to parking garage and bus transfer station
- Dead-end platform with single-end access.
- Well-defined station area typical MetroLink amenities and furnishings
- Clearly-marked fare zone area
- Public restrooms available at adjacent bus transfer facility and situated in a way that does not allow for good natural surveillance



## FORSYTH

- Underground station
- Ramps lead to TVMs above Forest Park Parkway overpass
- Dead-end side platforms, with two separate entrances to each platform from either side of Forsyth Boulevard
- Well maintained and clean station
- Landscaping along ramps is trimmed and attractive creating sense of ownership and territoriality
- Courtyard area at end of platform that is open to the street above, platforms are located under the bridge overpass
- Park and ride lot located on east side of Forsyth Boulevard with direct pedestrian access to entry ramps and stairways leading to platform underneath Forest Park Parkway
- CCTV at either end of platform

### UNIVERSITY CITY-BIG BEND ●

- Underground station with side platforms
- Two entrances and two mezzanines facilitate changing platforms
- ADA ramps along entire platform
- Glass corridor along ramps provide view into platform
- Public art exhibited on platforms
- CCTV cameras at each end of platform and in Mezzanine landings
- Good wayfinding to streets above station
- Some blind spots at information kiosks and by TVMs and entry to ramps



### SKINKER ●

- Underground station with side platforms
- Walkway over tracks allows for ease of changing platforms or crossing to uses on other side of station
- Good wayfinding
- CCTV cameras located at end of each platform as well as in TVM area
- Coffee shop and Washington University located at top of station



## FOREST PARK-DEBALIVIERE ●●

- Main transfer point to westbound Blue Line trains
- Below grade open cut station with center platform area and stairs to street level above
- Dead-end platform with all entrances from above Debaliviere Avenue overpass
- Bus transfer facility directly above on Debaliviere Avenue
- TVM building and parking lot located on west side of Debaliviere Avenue
- Marked crosswalk across Debaliviere Avenue provides connections to either entrance to the station platform and facilitates bus transfers
- Busy, well-marked station
- Somewhat isolated station area due to lack of natural surveillance from being below the grade-separated roadway above the platform
- Platform area feels somewhat ‘enclosed’ because of being in a narrow open cut station like a “bowl”
- Elevator from south side of Debaliviere Avenue to platform leads to a narrow and dark corridor creating potential for ambush points
- Passengers questioned the WSP team for taking pictures and called MetroLink customer service rather than talk to Securitas staff



## CENTRAL WEST END ●●

- Located at hospital complex in below grade open cut style platform
- Presence of nearby buildings gave appearance of being seen from above
- One CCTV camera placed on each end of platform
- Elevator located at end of platform under overpass with low visibility and hiding spots
- Dome camera located at end of building adjacent to platform, likely not MetroLink asset
- Off-set pedestrian crossing to platform across tracks, which forces passengers to look down direction of tracks for better visibility of arriving trains



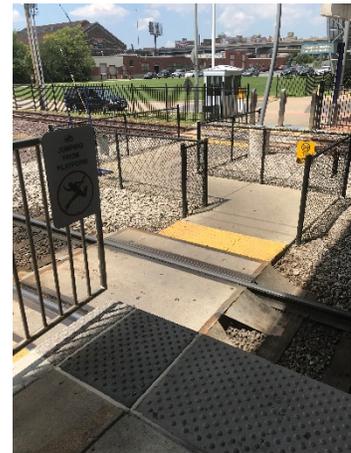
## CORTEX ●●

- Newest station on the system, opened in July 2018
- At grade center platform station
- Fencing is black and somewhat different than typical MetroLink station
- Electronic message sign with schedule information creates potential hiding spot by blocking sight lines on platform
- Bicycle racks located by staff booth
- Dome style CCTV cameras at each end of platform
- Exposed conduit that could pose security vulnerability
- Emergency phone with blue light located at center of platform
- Direct pedestrian connections to adjacent office park



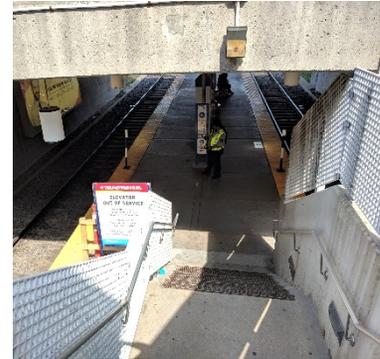
## GRAND ●●

- Station located under S. Grand Boulevard overpass
- Bus transfer above train platform on overpass
- Two sets of stairs and elevators provide access to either side of S. Grand Boulevard
- Diverted pedestrian crossing provides access to platform
- Emergency phone located on bus side across from platform
- Passenger waiting area and TVMs located underneath overpass, separated by access road/drop off area
- CCTV cameras located at ends of platform



## UNION STATION ●●

- Below grade open cut type station with center platforms
- Entry at both ends of platform
- CCTV cameras at ends of platform
- Elevator located at overpass
- Offset pedestrian crossing located at east end of platform
- Bus transfer area located above on 18th street
- Below grade configuration limits good sight lines from street and surrounding uses



## CIVIC CENTER ●●

- Below grade open cut style station with wide center platform
- Multimodal stop with access to Amtrak and bus station, as well as direct access to Enterprise Center
- Serves downtown St. Louis and the Blues NHL (Enterprise Center)
- CCTV cameras are dome style, one at each end of platform and a third located in the middle of the platform aiming west
- West end of platform accesses both sides of the station, while east end only crosses to the north side of the station
- Accessible ramps connect station to surrounding uses
- Modern style emergency/information call boxes with blue lights on top, one at each end of platform
- Off-set pedestrian crossing to platform across tracks, which forces passengers to look down direction of tracks for better visibility of arriving trains
- Good wayfinding to station and surrounding uses and transportation connections



## STADIUM ●●

- Below grade open cut type station with side platforms
- Hiding areas created by arcing seating walls located on eastbound platforms
- Station has advertising and wraps on walls and columns that are not consistent with the rest of MetroLink stations
- CCTV cameras located at each end of platform
- Long ADA walkways provide access to sidewalks/roadway above
- Serves downtown St. Louis and the Cardinals MLB Ballpark (Busch Stadium)



## 8TH & PINE ●●

- Underground station with side platforms.
- Built in seating areas.
- 4 different entrances result in confusing wayfinding
- Station name is difficult to see from inside rail cars
- Lighting could be improved as it is fairly dim on the platforms
- CCTV cameras visible, one at each end of platform and cameras in main entryway on either side of platform at TVM area
- Well-marked ticket validators and fare zone boundary
- Platform area feels somewhat isolated and TVMs were in main landing area but off to side, creating hiding spots and ambush points



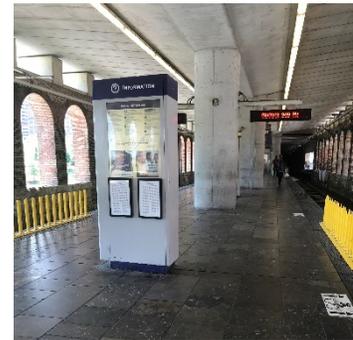
## CONVENTION CENTER ●●

- Underground station
- Four total entrances, two secondary on each side and two main entryways with TVMs, passenger information, elevator, and escalator
- Side platforms
- CCTV cameras at each TVM area and one each at platform ends
- Lighting needs improvement, feels dark/dim at platforms
- Poor sight lines in TVM area and monument signs can create hiding spots/ambush points
- Confusing wayfinding that is made more complicated by the multiple entrances
- Difficult to see station name from inside train



## LACLEDE'S LANDING ●●

- Elevated station located in historic train bridge underneath roadway deck of Eads Bridge
- Wide center platform with views of Gateway Arch and grounds
- CCTV cameras located at each end of platform
- Public art banners hanging from ceiling of platform



## EAST RIVERFRONT ●●

- Elevated side platform station on east side of Mississippi River
- Major land use served is a casino
- Two elevators on platform provide access to uses below
- CCTV cameras located at each end of station and one dome camera located at West end of platform
- Somewhat isolated due to lack of sight lines into the station from below



## 5TH & MISSOURI ●●

- A single dome camera at each end of platform
- Center platforms are at grade
- Adjacent to a park and ride lot
- Ticket Vending Machines (TVMs) are visible from the platform and parking lot
- Vending machines are around the side of the TVM building and only visible from the platform, creating a potential ambush point
- Platform was clean and open allowing for natural surveillance from the parking lot and the platform itself
- Digital message signs and audio announcements were working and provided arrival information



## EMERSON PARK ●●

- At grade station with center platform
- Large park and ride lot with bus transfer facility
- Direct connection to residential neighborhood across from platform
- Commercial building available for lease to serve passengers; however, this does not appear to be in use
- One end of building closest to platform appears to be for MetroLink security staff, though no personnel could be seen from outside due to reflective film on the storefront and the space was located behind TVM building that had limited view of parking and bus transfer area
- Diverted pedestrian crossing at tracks to access platform
- Pedestrian bridge connects station to residential neighborhood on other side of I-64
- Well branded facility and clear transition zone from parking lot/bus bays to train platform
- TVM building has hiding spots/ambush points where vending machines were located
- Ticket windows were not manned



### JACKIE JOYNER-KERSEE (JJK) CENTER ●●

- At grade station serving athletic complex
- Center platform with bus transfer area
- Dead-end platform
- Separate TVM building at bus transfer area
- CCTV cameras at each end of platform
- Well maintained facility with clearly defined boundaries



### WASHINGTON PARK ●●

- At grade center platform station
- Large park and ride commuter lot located on west bound side
- Dead-end platform
- CCTV cameras located at each end of platform
- Marked pedestrian crossing at tracks connecting to park and ride as well as adjacent neighborhood on east bound side



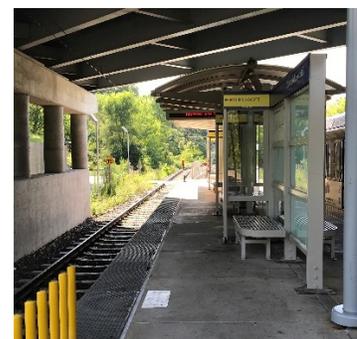
### FAIRVIEW HEIGHTS ●●

- At grade station with center platform
- Last Blue Line station; trains continuing east are Red Line
- TVM building has employee-only restrooms
- Building blocks sight lines, creating hiding/ambush points
- Well maintained, well defined station



### MEMORIAL HOSPITAL ●

- Below grade station with center platform.
- Park and ride lot above station area connected with ADA ramps
- TVM building with two TVMs
- Broken glass panel at one shelter
- Direct connection to Metro Bike Link Trail



## SWANSEA ●

- At grade station with center platform
- Large park and ride and bus transfer facility
- Direct connection to Metro Bike Link Trail
- CCTV cameras at end of platform

## BELLEVILLE ●

- At grade center platform
- Park and ride location on eastbound side, residential neighborhood on westbound side
- Dome cameras located at ends of platforms
- Typical station layout as others on Illinois side
- Well-marked pedestrian crossing over tracks

## COLLEGE ●

- At grade station with Center platform and adjacent park and ride lot and bus transfer facility
- TVM building has blind spots but is oriented to facilitate views into the facility from multiple angles
- Dead-end platform
- CCTV at opposite ends of station
- Diverted pedestrian crossing at west end of platform
- Typical MetroLink amenities and furnishings
- Well-defined station area with direct pedestrian connection to Metro Bike Link Trail and Southwestern Illinois College

## SHILOH-SCOTT ●

- End of line for Red Line trains on Illinois side
- At grade center platform
- CCTV cameras at each end of platform
- Serves Scott Air Force Base and has a secure entry to the base on eastbound side
- Park and ride lot and bus transfer facility on westbound side
- Open platform with good views throughout parking areas and station



## 2 TECHNOLOGY

The St. Louis MetroLink system began service on July 31, 1993. Since then there have been several extensions and stations added to reach the current total of 38 stations and 46 miles of track. Much of the technology along the system is remnant of that first decade of service. This section characterizes MetroLink system technology most relevant to system security.

### 2.1 CCTV

The MetroLink system has 399 closed-circuit television (CCTV) cameras that capture live feed on stations and platforms and record to removable recording media (hard disk drive) on vehicles. Most CCTV recordings are stored at MetroLink's Ewing Operations Control Center (OCC), though Civic Center Transit Center cameras are recorded on-site.

Two to three dispatchers per shift monitor the live cameras and use radio to notify Metro security staff of issues needing their attention. During security incidents, Metro Public Safety is the primary viewer of the live camera feed while OCC operators monitor live camera displays as a secondary viewer when a security incident impacts train operations. On board vehicles, operators can press an "event save button" that saves 2.5 minutes of video before and after the button is pushed that is protected from write over for 72 hours. Only incident-related CCTV video is downloaded from vehicles.

Maintenance of MetroLink CCTV is self-performed and includes regular inspections to identify out-of-service cameras so they can be repaired or replaced. Reports from the Rail OCC, Public Safety Dispatch, and Bus Operations Control also help identify cameras in disrepair.

The platform cameras were originally installed for crowd control, so most are low-resolution and fixed view. This arrangement is consistent with camera deployment for liability investigations, rather than security of the system. Most deployment of camera for security reasons include pan-tilt-zoom (PTZ) cameras that can provide an enhanced view of the platform or system, along with the ability to move or pan the area for wider coverage. As funding becomes available, Metro will replace the cameras with high-resolution cameras with facial recognition technology. MetroLink's video network infrastructure/configuration needs improvement. The existing ViconNet video management system (VMS) software is serviceable but obsolete and experiences memory leaks and software bugs that have not been upgraded due to cost. VMS receives video analytic alarms from AGENT VI services and displays intrusion incidents as configured. In addition, the DVRs on vehicles are beyond their repair life; a capital funding request has been made to upgrade the system.

Law enforcement can request video from Metro for incidents that occur on or around the system. Video is downloaded and provided to law enforcement through a standard operating process. The any delays in the process can contribute to delays for law enforcement investigating incidents. There are current efforts to automate the video sharing process to allow law enforcement to view and have on-going access to the video.

In general, CCTV cameras are placed on the edges of MetroLink platforms and at the ends of MetroLink vehicles, as shown in Figure 2 and Figure 3. Th

Figure 2. CCTV Camera on Clayton Platform



Figure 3. CCTV Cameras on Vehicle



## 2.2 PASSENGER ASSISTANCE AND EMERGENCY TELEPHONES

The MetroLink system has approximately 366 passenger assistance telephones (PAT) and emergency telephones (ET). Almost all this existing PAT and ET phone system is analog due to existing "legacy" Cat3 cable that ran to these phones. Currently, MetroLink's phone system is not able to update to "state-of-the-art" Internet Protocol (IP) phones at a majority of the phone locations.

In addition to the PAT, passengers can report incidents or security concerns to MetroLink via telephone or text, telling an operator, telling a security guard, and/or telling an operations supervisor.

## 2.3 TVMs AND VALIDATORS

TVMs and ticket validators are available at all 38 MetroLink stations and at most Metro Transit Centers. All TVMs accept \$1-, \$5-, \$10-, and \$20-dollar bills for any transaction, as well as Visa, MasterCard, and Discover credit cards. Metro tickets may also be purchased online at MetroStore.org or in person at the MetroStore in downtown St. Louis near the 8<sup>th</sup> & Pine MetroLink station. Various retail vendors throughout the metropolitan area (e.g., Schnucks Markets) sell Metro fares. Tickets cannot be purchased or validated on the trains themselves.

Originally, TVMs automatically printed the expiration times (i.e., "validated") on all MetroLink tickets and 2-hour passes. On January 7, 2013, TVMs stopped automatically validating tickets to allow advance-ticket purchasing by passengers, who now must receive a timestamp at a ticket validator before entering the fare zone and boarding MetroLink. Fare zones are generally marked with blue tactile strips that are generally placed around ticket validators, as shown in Figure 4 and Figure 5. At some stations (e.g., Lambert Terminal 2), ticket validators and fare zones are placed *before* the TVMs, which requires passengers without a pre-purchased ticket to enter the fare zone to buy one and then return to the validation machine to validate. This placement is problematic for both fare enforcement and passenger confusion.

**Figure 4. MetroLink TVMs, Validators, and Fare Zone**



**Figure 5. Ticket Validation**



## 2.4 RADIO

Currently, Metro has its own radio channel used by contracted security and St. Clair County. However, there is an ongoing discussion about getting all jurisdictions—Metro Public Safety, St. Louis County Police, St. Louis City Police, and St. Clair County Sheriff—back on a single channel. St. Louis County and City of St. Louis stopped using the shared channel after they were dissatisfied with the operation and security of the shared channel. Discussions are currently underway regarding a new radio system deployment, managed by either St. Clair or St. Louis County. The new system would allow law enforcement and Metro to share radio communications. Contracted security would remain on a system shared and managed by Metro, if the proposal goes forward.

In addition, Metro is working on a STARS microwave system for use in coordinating radio communication efforts.

## 2.5 BODY CAMERAS

Metro recently decided to outfit its Public Safety Officers (PSOs) with body cameras. Camera could be helpful in documenting interactions with passengers and managing liability related to the interactions. When additional information regarding PSO body cameras becomes available, the revised draft of this Existing Conditions Report will be updated accordingly.

### 3 SECURITY STAFFING

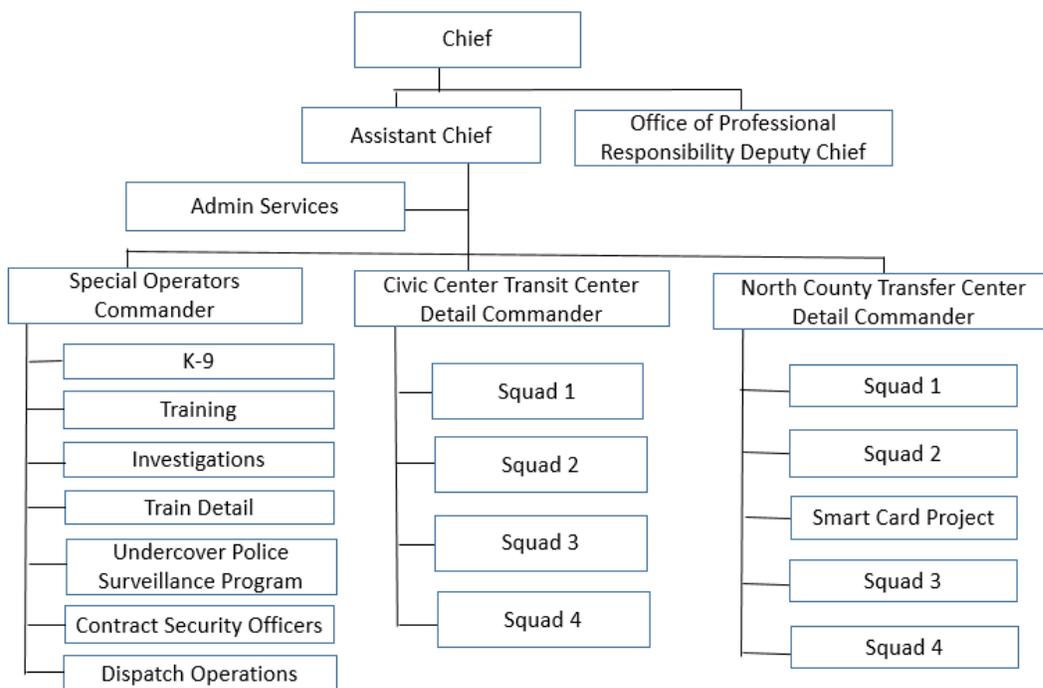
This section examines the existing security staffing for MetroLink, including Metro’s Public Safety Department, contracted security, and county and city partner law enforcement agencies joined together as the MetroLink Task Force. In addition to speaking with the various MetroLink security providers, the WSP team reviewed Metro security deployment schedules, current contracted security post orders, and the Securitas Contract for contracted security. The WSP team also rode the system on multiple days and times to observe security staffing on both the Red and Blue Lines. Refer to Appendix A for a detailed log of the team’s security staffing observations organized by station and specified by time and date.

The three security entities (Metro Public Safety, Securitas Security, and MetroLink Task Force) do not currently have distinct roles and responsibilities. The resulting overlapping roles make it challenging to obtain a clear picture of how the various security staff contribute to the security of the system.

#### 3.1 METRO SECURITY

Security for MetroLink is positioned in the Metro Public Safety Department, which employs 53 PSOs, 10 dispatchers, and 3 administrators. Currently, 47 PSO positions out of the authorized 53 are filled. Ten of the 53 PSOs are represented as investigators who sometimes work in plain clothes riding the system. Metro also has four certified canines, one trained to detect drugs and three to detect explosives. The PSOs wear “police-style” grey uniforms that resemble law enforcement. Figure 6 provides the department organizational chart.

**Figure 6. Metro Department of Public Safety Organizational Chart (dated 7/24/3017)**



Almost all PSOs are current police officers in other jurisdictions or former police officers and POST-certified and licensed. Under Missouri law (Missouri Revised Statutes, Chapter 590), Bi-State Development Agency—which manages Metro and is funded by St. Louis City, St. Louis County, and St. Clair County—is not a recognized law enforcement agency capable of commissioning its own officers. Thirty-one of the PSOs are commissioned under other jurisdiction’s commissions.

Metro Public Safety portrays itself in named rank, title, and presentation as law enforcement, though per statute there is no discernible authority to do so. In interviews, Chief Zott described time spent performing law enforcement activities such as undercover work, investigation, making arrests and apprehension. The focus of the department seems to be policing the system, rather than securing the system. A breakdown of positions includes three management positions, five sergeants, five investigators, four canine officers, three PSOs who work nights to pull video and 29 PSOs that cover the Metro system (rail and bus) in four zones.

A current job posting states the following:

*“Conducts proactive patrols and responds to calls for emergency service or crimes in progress on Metrolink, MetroBus and Call-A-Ride operations throughout the Bi-State’s area of operations. Makes arrests and apprehends individuals involved in criminal activity. Looks for indicators of potential terrorist activity. Assists in conducting training sessions for other law enforcement and contracted security officers and ensures their compliance with Metro policy. Attends training in areas related to law enforcement, criminal law, search and seizure, security, and counter terrorism operations.”*

**Job Posting: Public Safety Officer, 292869-713**

This job description succinctly illustrates the confusion of roles and responsibilities for Metro Public Safety and its staff. The job description reads as a police or law enforcement officer, not a public safety officer. Further, under Missouri Revised Statute, Chapter 544, Bi-State personnel are not granted the power of arrest.

As shown in Figure 7, PSOs are deployed by zones, with PSOs working in teams of two to patrol or ride the buses or trains. Other PSOs are assigned to transfer centers or special details. A specific deployment strategy does not appear to be coordinated with law enforcement or related to system security trends.

Metro puts officers through training, drills, exercises, and administers its own firearms training. Officers are CPR-trained but are not EMTs.

**Figure 7. Sample PSO Daily Deployment Schedule**

Department of Public Safety		DAILY DEPLOYMENT			Wednesday
Date:	05-30-2018	Day Watch Supervisor		Day Watch Commander	On Call Commander/Investigator
		Sgt. Meinen 912		Lt. Harris 904	Lt. Basler 911 / Det. Tevlin 932
SECTOR SHIFT ASSIGNMENTS		TIME: 0500-1600		Prepared By:	913
<b>Public Safety Officers</b>					
Zone 1	Zone 2	Zone 3	Zone 4	Notes	
Vehicle 14	Vehicle	Vehicle 857	Vehicle		
Replac. Veh.		Replac. Veh.	Replac. Veh.		
944 Brooks	918 Young	935 Smith	920 Ruffin	CWE Detail 7A-9A	
				7721 700 Steps	
				7719 700 Ramp	
				7721 800 Steps	
	7573 Butler 0700-1500		7650 Lt. Hundelt 0500-1300	7719 800 Ramp	
	7576 Cornell 0700-1500		7658 Pozsgay 0500-1700		
			7663 C. Davis 0500-1700		
			7664 Spanley 0500-1700		
<b>Fare Inspectors</b>					
1	2	3	4	Notes	
7727 0500-1330	7727 0500-1330	7712 0500-1330	7704 0500-1330		
7721 0630-1500	7721 0630-1500	7719 0630-1500	7728 0630-1500		
<b>North County Transfer Center/ Bus Transit</b>			<b>SLMPD</b>		
Team 1			PO		
PSO	907 Mitilovich	905 Wise	PSO		
Team 2			PO		
PSO			PSO		
<b>Civic Center/ Bus Transit</b>					
Team 1			PO		
PSO	938 Gleich	927 Wagner	PSO		
Team 2			PO		
PSO			PSO		
*Changes to the schedule are made by a Supervisor only*					

### 3.2 CONTRACTED SECURITY

The contracted security firm, Securitas, provides security guards for additional coverage of the system. They currently operate under a five-year contract (13-RFP-5980 SG Security and Fare Enforcement Services) that expired July 25 but was extended for an additional 120 days. Once expired, Metro will issue a new solicitation.

The current Securitas contract provides 140 security guards licensed by the City/County. Approximately 115 armed guards are used to provide security at MetroLink station platforms and wear grey uniforms with a “Metro Security” patch and hi-visibility vest.

Twenty-five Securitas staff are unarmed fare inspectors provided to ride trains, check fares, and write citations. The Securitas contract also references “Revenue Officers” who manage the TVMs and the collection of revenue.

By contract, the security guards have the following responsibilities (paraphrased):

- Report hazardous conditions
- Investigate incidents of violence, theft, vandalism, and other acts against Metro property and persons, preserve evidence, and report
- Respond to all requests from designated Metro personnel and others needing assistance
- Perform security patrols and inspections of site areas designated by Metro’s Chief or Deputy Chief or designee
- Other duties noted in contract

Securitas security personnel are required to have initial training (24 hours), refresher training, requalification training, and specialized training as needed. Fare inspectors require additional classroom and on-the-job training.

Securitas staff deployment is based on coverage of the stations and some roving personnel, as shown in Figure 8 and Figure 9. Fare enforcement personnel are deployed based on covering zones, with deployment across the hours of operation. Fare inspectors also delivery and pick up radios to the platform guards.

**Figure 8. Sample Securitas Guard Assignments**

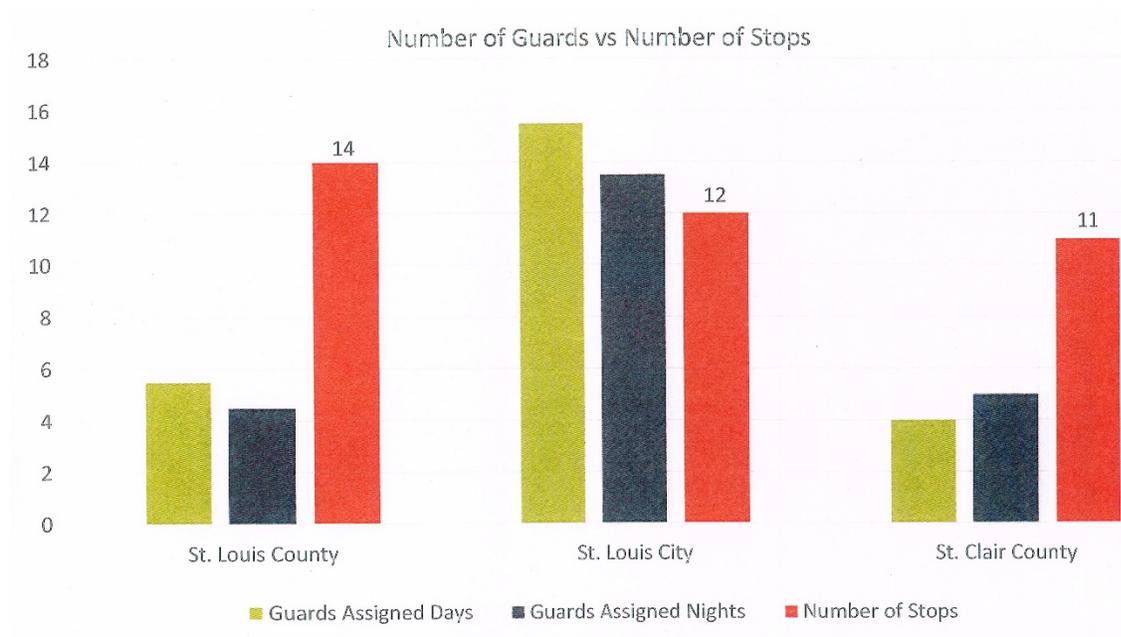


Figure 9. Sample Securitas Daily Deployment

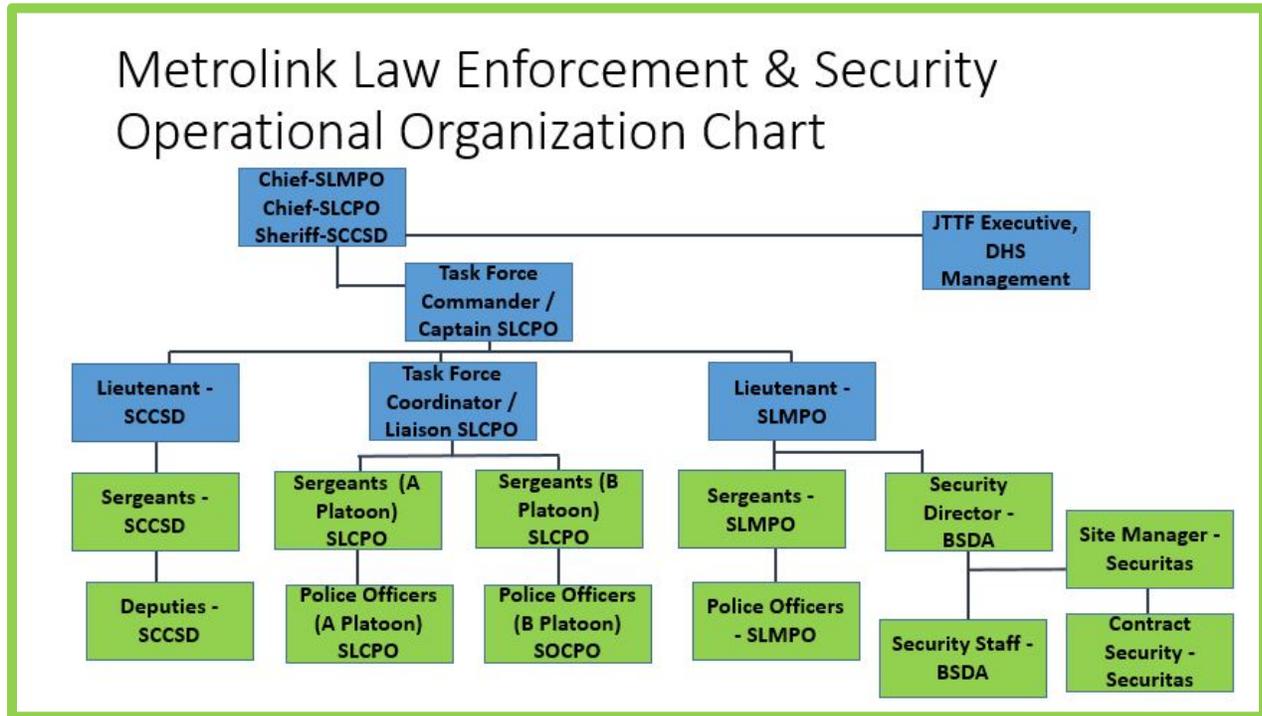
SHIFT SUPERVISOR REPORT

DAY: Wednesday		MISSOURI DAY		DATE: 30 May 2018	
OFFICER	TIME IN	TIME OUT	HRS	POST	NOTES
Worley, Bob				SECURITAS MGMT REP	314-374-5743
Stephens, Alesha	0:00	8:00	7:30	HANLEY	
Gales, Tony	8:00	18:00	7:30	HANLEY	
Seydin, Charmaine	8:00	18:00	7:30	HANLEY 2	
Hale, Eric	8:00	18:00	9:30	ROCK ROAD	
Doneal, Jerry	8:00	18:00	9:30	WELLSTON	
Pardleton, Donnell	8:00	18:00	9:30	DELMAR	
VACANT	0:00	0:00	#####	DELMAR LOT	Platform officer will make tour
Willis, James	8:00	18:00	9:30	FOREST PARK	
Lanorum, David	8:00	18:30	10:00	FOREST PARK STREET	
Hall, Jason	8:00	18:00	9:30	CENTRAL WEST END 1	Platform / BUS AREA until 1000
Cox, Antonette	10:00	18:30	8:00	CENTRAL WEST END 2	BUS AREA
Reese, Stanley	8:00	18:00	9:30	GRAND	
VACANT	0:00	0:00	#####	GRAND LOT	Platform officer will make tour
Marlin, Joseph	8:00	18:00	9:30	UNION STATION	
Smith, Curtis	8:00	18:00	9:30	CIVIC CENTER 1	PLATFORM
(A-1) Green, Betty	7:00	18:30	9:00	8TH & PINE	
Young, Ramona	7:00	18:30	9:00	CONVENTION	
(CCCC) Pennington, James	7:00	18:00	8:30	LACLEDE'S LANDING	
Brown, Anna	7:00	18:30	9:00	CCX FLOAT 1	Big Bend/Sinker
Blackman-Wright, Tequoyah	7:00	18:30	9:00	CCX FLOAT 2	BW/RH/MW
Burns, Ameca	0:00	8:00	7:30	SHREWSBURY	
Randolph, Tracy	8:00	18:00	7:30	SHREWSBURY	
<b>MO Fare</b>					
Ward, Priscilla- 7727	5:00	13:30	8:00	FARE INSPECTOR	
Johnson, Antoine- 7721	6:30	15:00	8:00	FARE INSPECTOR	
<b>CCX Fare</b>					
Ross, Rochelle - 7712	5:00	13:30	8:00	FARE INSPECTOR	Lead Officer
Hess, Thomas- 7719	6:30	15:00	8:00	FARE INSPECTOR	
<b>ILLINOIS DAY</b>					
Hawkins, Johnny	5:00	15:00	9:30	IL FLOAT 1	Emerson/JJK
Smith, Todd	5:00	15:00	9:30	WASHINGTON PARK	
Stacey, Shawn	5:00	15:00	9:30	FAIRVIEW HEIGHTS	
Kyle, James	5:00	15:00	9:30	IL FLOAT 2	Belleville/SWIC
<b>IL Fare</b>					
Coleman, Donna- 7704	5:00	13:30	8:00	FARE INSPECTOR	
Wells, Warren- 7728	6:30	15:00	8:00	FARE INSPECTOR	

### 3.3 PARTNER AGENCIES

The three partner law enforcement agencies include the St. Louis Metropolitan Police Department, St. Louis County Police, and St. Clair County Sheriff. In May 2017, these agencies joined in a Memorandum of Understanding (MOU) to form a Task Force that provides policing services for MetroLink. This MOU was developed to coordinate security and public safety for the system. Under the MOU, St. Louis County Police provide a Captain to act as the Commander of the Task Force. Figure 10 provides an organizational chart for the Task Force.

**Figure 10. Task Force Organizational Chart**



**ST. LOUIS CITY**

Approximately 9 line miles of the MetroLink system are within the City of St. Louis (which is also its own county distinct from St. Louis County), including 12 stations. The City has the smallest Task Force representation with eight allocated staff, but only seven currently active. Lieutenant Blaskiewicz currently has one sergeant and five officers present on the system. This limited staffing provides for response-only capability.

**ST. LOUIS COUNTY**

Approximately 14 line miles of the system are within St. Louis County, including 15 stations. The county provides the largest law enforcement presence on the system with 44 police officers allocated. The unit has 1 Captain, 6 sergeants, and 37 officers. Captain Melies is the operational commander of the Task Force and chairs the Transit Advisory Working Group meetings. St. Louis County officers respond to incidents and patrol the system in St. Louis County and into the City.

**ST. CLAIR COUNTY**

Approximately 22 line miles of the system are within St. Clair County, including 11 stations. Lieutenant Hundelt heads the St. Clair County Sheriff transit unit. They patrol the 11 stations within Illinois and are currently pursuing the ability to patrol across state lines into St. Louis City. Under the new arrangement, deputies would have the power to arrest, detain, issue citations, report and take all other actions authorized to peace officers in the state of Missouri on MetroLink property within city boundaries.

There are currently 12 officers in the St. Clair County Sheriff transit unit, with 3 additional officers to be added to assist with the expanded patrol into Missouri.

## INDUSTRY SECURITY / POLICE STAFFING

Police and security staffing vary across the industry based on resources, budget and need. St. Louis available police and security staffing is substantially more robust than most systems based on size and boardings.

	St Louis	TriMet	Sacramento	Metro Minn	King County	DART
Law Enforcement	67	68	27	141	77	242
In-House Security	53	2	0*	0*	0*	0
Contracted Security	115	37	98	90	92	30
TOTALS	235	107	125	231	169	272
Annual Boardings (millions)	13.6	99	22.3	83	86	67.2
Police / Security per Million Boarding	17.3	1.1	5.6	2.8	2.0	4.0

\* In house security requires confirmation

## 3.4 SECURITY STAFFING OBSERVATIONS

Over the last 12 weeks, the WSP team has ridden and observed the MetroLink system at various times of day and night. Team members rode alone, in groups, and accompanying law enforcement. On August 1<sup>st</sup> through 3<sup>rd</sup>, the WSP team rode multiple times “under cover” (i.e., unannounced to Metro or its partner agencies), over several hours, and from early morning to late evening. The logs for those rides are included in Appendix A.

Because of these activities, the team developed some general observations regarding security staffing.

### LAW ENFORCEMENT TASK FORCE PARTNERS:

#### ST. CLAIR COUNTY

St. Clair County Sheriff staff were seen on an around the system on several occasions. On accompanied rides (with officers), the officers demonstrated a good knowledge of the system and relationships with the passengers and Metro staff. Although their presence was not noted on every ride, for the number of staff allocated the sightings seemed appropriate. St. Clair was not observed

across state lines into Missouri, as at the time of the observations the agreement to cross the state border was still pending.

#### **ST. LOUIS CITY**

St. Louis City Police were not seen riding the system or on the platforms, which is not unexpected considering the small number of task force representatives. This group spends its time primarily responding to calls for assistance, rather than being present on the system.

#### **ST. LOUIS COUNTY**

St Louis County Police were observed in and around the system, though they were less visible than would seem appropriate given the number of officers. On the accompanied ride, several officers were seen on the system engaged with passengers, checking fares, and relating to Metro staff. St. Louis County staff were noted coming into the City, clear into Cortex Station, supporting the discussion about crossing jurisdictional boundaries.

#### **METRO SECURITY (PSOs)**

Some PSOs were seen on the system, often clustered with each other or Securitas. Several were seen in and around Cortex during the week of the grand opening. A few were seen positively interacting with passengers and checking fares. The number of staff visible were substantially less than anticipated given the size of the PSO staff and their specific responsibility for the security of the system. Few were noted on the trains; the PSOs were more likely to be seen on the platforms or near the stations.

#### **CONTRACTED SECURITY (SECURITAS)**

##### **PLATFORM SECURITY**

Contracted Security was fairly-consistently observed at station platforms or in proximity to the stations. For the most part, security staff were noted to be disengaged, either standing off to the side, above the platform at stairway approaches, on their phone, or seated away from passengers. There were a few guards that did engaged positively with people, but in some cases, it was not clear if the people they were talking to were potential passengers or just people or friends hanging out at the station.

##### **FARE INSPECTION**

Few fare inspectors were seen and even fewer were seen inspecting tickets. Several were noted to ride between stations, but did not check tickets during that time.

### **3.5 RELATIONSHIPS**

After meeting with and observing Metro Public Safety, contracted security, and the three policing agencies of the Task Force, the WSP team noted a disconnect between roles and responsibilities, deployment strategies, and a strategic approach to achieve a secure system. Relationships between the groups are stressed for many reasons. Confusion about roles and goals for the security program, as well as personalities, seem to get in the way of a true working collaboration.

It appears that the law enforcement Task Force is working together collaboratively to provide coverage for areas that have less policing capabilities (i.e., the City). Metro Security staff seems to be coordinating with the security guards, but the relationships with law enforcement is challenging, with

territorial issues and conflict around who should fill what role and how to police the system. The conflicts are spilling out into the public realm, which contributes to the perception of a dysfunctional security system. Information sharing is particularly highlighted as an issue, including sharing of CCTV footage, records, reports, and “evidence.” These issues indicate the territorial issues are overshadowing system security.

## 4 PROCEDURES AND TRAINING

This section outlines security procedures employed for the MetroLink system, as well as training requirements for the various security personnel involved with security the MetroLink system.

### 4.1 PUBLIC SAFETY SOPs

Metro Public Safety has developed a series of SOPs for guiding the activities of the Public Safety Department. These cover a variety of activities, from attendance to use of force. The sampling of SOPs reviewed were dated 2012 and 2013. Many applied to both Public Safety staff and contracted security. It is unclear how these are enforced or what oversight is provided to confirm adherence.

### 4.2 PASSENGER CODE OF CONDUCT

Some elements of expected conduct on MetroLink are clearly communicated. There is clear signage that smoking is not allowed, nor are weapons/firearms. There are frequent announcements that eating and drinking on trains and buses is not allowed, but the announcement does not clarify if this prohibition extends to the platforms. The rules posted on the website are slightly different:

**Rules on the Rails**

Be courteous to your fellow passengers by following these rules:

- Eating and drinking are not allowed on MetroBus, MetroLink or Metro Call-A-Ride
- Smoking (include e-cigarettes) is prohibited on all Metro vehicles and on MetroLink platforms, and is not allowed at the Civic Center Transit Center
- All weapons and firearms are prohibited on Metro vehicles, on MetroLink platforms and at Metro Transit Centers
- Use headphones or ear buds when listening to music
- Shirt and shoes are required to ride on MetroLink
- Allow disabled and elderly passengers to use priority seating
- Only service animals accompanying customers with disabilities can travel on Metro Transit vehicles, and they do not need to be in a pet carrier

Source: Metro website, <https://www.metrostlouis.org/metrolink/>

Fare payment is not mentioned under “Rules on the Rails,” though it is prominently discussed prior to the “rules” on the website. One common complaint from riders is the lack of enforcement of the rules. The community-run Facebook page, St. Louis Metrolink Crime Reports, has frequent posts about passengers eating, drinking, smoking, and acting in non-courteous manners.

Except for smoking and weapons signage, other “rules” are not prominently posted on the system.

## 4.3 LAW ENFORCEMENT TASK FORCE PROCEDURES

Law enforcement on the system follow the laws of their jurisdictions., which seems to support the “rules.” Generally, fare evasion/theft of service, litter, loitering, alcohol, eating/drinking, smoking, throwing at/from, loud music without earphones, graffiti, trespass, and other public nuisance issues are addressed under code or ordinance. No MetroLink-specific SOPs or post orders were identified.

## 4.4 TRAINING

All the personnel involved in MetroLink security have training, the specifics of which vary.

### CONTRACTED SECURITY

The contracted security, Securitas, has specific training requirements within their contract for guards prior to being assigned to the Metro system. This is supplemented by initial training and refresher training specific to Metro. Figure 11 outlines security requirements per the Securitas Conformed Contract, Scope of Work.

**Figure 11. Securitas Scope of Work Training Requirements**

<p>8.16.1 Initial Platform Training</p> <p>(Platform 24 hours – (16 Hours classroom 8 hours On Job Training (OJT))</p> <p>The initial security training requirements (24 hours) for all newly hired (new to Metro Sites) Training for Security Force personnel will be conducted at the Metro training facility by Metro Department of Public Safety personnel. The required training should include, but is not limited to, the following:</p> <p>The PSTN Basic Security Officer Video Training Series &amp; ProForce Video Training tapes will be used to formulate training sessions. Instructor lectures and discussions will be part of the training sessions. These sessions include but are not limited to:</p> <ul style="list-style-type: none"><li>A. Introduction of Department of Public Safety (Module 1)</li><li>B. Platform Orientation &amp; Training (Module 2)</li><li>C. Revenue Presentation (PowerPoint)</li><li>D. Legal Issues, Part I &amp; II (Modules 3 &amp; 4)</li><li>E. Customer Service Training (PowerPoint) (Module 5)</li><li>F. Communications – Radio &amp; Telephone (ProForce 900-019) (Module 6)</li><li>G. Terrorist Awareness Recognition (Module 7)</li><li>H. Facilities Training and Introduction of Chief &amp; Deputy Chief (Module 8)</li><li>I. Report Writing (Module 9)</li><li>J. Uniforms Appearance &amp; Court Demeanor (Module 10)</li><li>K. Emergency Situations (Module 11)</li><li>L. Safety – Tier 1 &amp; Operation Life Saver (Module 12)</li><li>M. Handling Bomb Threats (ProForce 900-0016)</li><li>N. Park Lot Security (ProForce 900-0018)</li><li>O. Tactical Communications (ProForce 900-0021) &amp; Representative of Contract Police Agencies</li><li>P. The Security Officer’s Role in Crime Prevention (ProForce 900-0022)</li><li>Q. Interacting with Disturbed Persons (ProForce 900-0027)</li><li>R. Controlling Aggressive Individuals (ProForce 900-0039)</li><li>S. Dispatch Operations – Dispatchers only (ProForce 900-0047)</li><li>T. Diversify Awareness (ProForce 900-0063)</li><li>U. Agency Photography Police – Communications Dept (PowerPoint)</li></ul>
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## **METRO PUBLIC SAFETY DEPARTMENT**

Metro Public Safety has a substantial amount of training activity supporting their policing focus. As most of the PSOs are POST-certified, those staff also have law enforcement training as current or former law enforcement officers. Their training includes law enforcement, criminal law, search and security, security, and terrorism. The content of the specific security training was not provided to the WSP team.

## **LAW ENFORCEMENT**

Law enforcement are fully-trained police officers, POST-certified and commissioned by their jurisdictions. No additional training for law enforcement was identified related to the MetroLink system, other than system-familiarization training.

## 5 FARE ENFORCEMENT

Fare enforcement is a central component of system security. MetroLink uses a Proof of Payment (POP) fare collection system. Like other POP systems, the MetroLink fare collection system is an honor system; that is, MetroLink fares are enforced through random checks by fare inspectors instead of requiring all passengers to pass through fare gates before boarding a MetroLink train.

This section summarizes the WSP team's observation of fare enforcement activities and its review of MetroLink's contract security agreement. MetroLink Fare Enforcement SOPs, Key Performance Indicators (KPIs), and activity reports were not available to the WSP team for this report. This information is essential to informed and actionable findings and recommendations.

### 5.1 OBJECTIVES AND SCOPE OF REVIEW

The objectives of this review were to evaluate whether the fare inspection program met the requirements of the Securitas Security and Fare Enforcement Services Contract and identify opportunities to improve MetroLink's fare inspection operations. Fare inspection performance standards were not evident in the agreement reviewed by the study team. The absence of inspection performance standards significantly increases the challenge of providing metrics to measure the performance of fare inspection personnel.

This review focused on fare inspection operations, which included meetings with members of the MetroLink management team and senior police officers from St. Louis and St. Clair County. The WSP team reviewed MetroLink documents and external reports concerning fare inspections. The team also conducted unannounced checks of fare inspection activities along MetroLink lines and stations and observed fare enforcement operations on August 1<sup>st</sup> through 3<sup>rd</sup>, 2018.

### 5.2 BACKGROUND

Characteristics of MetroLink's POP method for fare enforcement include:

- 1 Barrier-free platforms or entrances
- 2 Passengers boarding without needing to show proof of fare payment
- 3 Random or spot inspections for valid proof of fare payment
- 4 No option to pay while in transit

Because MetroLink uses the POP method, it relies upon fare inspectors. Passengers are required to show a valid fare when requested by a fare inspector. Currently, Securitas performs the fare inspection function for MetroLink with support from local law enforcement agencies. Fare evasion is a critical issue to both the security and financial well-being of MetroLink. Systems with active, comprehensive fare inspection programs often note that they experience lower rates of evasion over time.

### 5.3 OBSERVATIONS

#### SECURITY SERVICES AGREEMENT

MetroLink's current security agreement with Securitas (13-RFP-5980-SG Security & Fare Enforcement Services) provides more than 41,000 hours of fare inspection services each year. The

agreement includes descriptions of the qualifications and duties of fare inspectors, but it does not appear to include anything more than a broad description of their fare enforcement duties. It also does not appear to include requirements for regular reports on fare enforcement operations, or KPIs such as the number of inspections performed per specified period.

Section 3.3.7 of the Securitas agreement specifies that fare inspectors will:

- Verify and inspect passengers proof of payment for validity and altered fare media
- Educate passengers about Metro fare media and assist passengers with TVMs when needed
- Encourage fare compliance by providing highly visible presence
- May provide emergency assistance to Light Rail Operators and other Metro personnel on request

Further, Appendix B2 of the Securitas agreement describes specific qualifications and duties of fare inspectors, noting that fare inspection activities are subordinate to other important activities and reporting requirements are limited to incidents. Appendix B2 adds that fare inspectors will:

- 1 Assist passengers as necessary
- 2 Act as a goodwill ambassador for Metro
- 3 Conduct fare inspections on light rail vehicles (LRVs) or at assigned locations
- 4 Notify Security Dispatcher of which LRV fare inspections are being conducted
- 5 Investigate security incidents as directed
- 6 Prepare and submit incident reports when required
- 7 Provide information to passengers concerning points of interest in St. Louis
- 8 Answer questions concerning Metro transit services
- 9 Perform any additional duties as assigned by the Chief/Deputy Chief/Supervisor of Department of Public Safety

Section 6.10 of the Securitas agreement includes quality assurance provisions. This section notes that world-class service relies on three components:

- 1 Service Commitment
- 2 Service Level Management – MetroLink’s account management approach for using tools and measures to assess and report the level of service delivered to each client
- 3 Performance Management – MetroLink’s operational approach to addressing service level and cost (i.e., Are we gathering the data at the local level that allows us to determine the service behaviors and methods that yield the best results for the security services team?)

Section 6.10 also describes a Client Service Plan that includes specific service goals and supporting KPIs as “the primary tool used to measure and monitor the local delivery of security services.” It also describes a Service Enhancement Plan that is used to implement and monitor improvement actions, but actual KPIs for this plan were not evident in the document.

## **FARE TICKETING**

MetroLink will be transitioning from paper fare ticketing to an electronic fare card that will be called the Gateway Card. Fare inspectors can visually validate a passenger’s paper fare ticket, but Gateways Cards will need to be read by a special electronic reader or hand-held validator.

The electronic card readers are likely to increase the accuracy of fare inspections and facilitate tracking of fare inspection activities. MetroLink is developing a mobile ticketing application RFP

that will also require hand-held validators when the mobile application is implemented. These validators will provide more accurate, complete, and timely information to MetroLink management and law enforcement agencies to measure fare inspection activities and productivity. Currently, MetroLink measures inspection activities via electronic fare validators, manual inspections, and number estimates.

## **FARE ENFORCEMENT**

The WSP team spent three days in August 2018 riding the MetroLink system and disembarking at each station to observe and record fare enforcement activities. Fare inspections were rare and consisted of a few inspectors conducting a small group of fare inspections with no citations or warnings issued. In some cases, a fare inspector boarded a train with their inspection pad out but did not move through the car or engage with any passengers before getting off several stops down the line. There were also a few occasions where inspectors were clustered in a group rather than conducting inspections. Such lack of engagement with customers does not give the impression of rigorous inspection activity and may send the wrong message to both fare paying customers and fare evaders.

The WSP team's observation points included inside the LRVs and on station platforms and mezzanine areas. In some instances, the team also observed station entrances and MetroLink property outside the entrances. It did not appear from these observations that there were organized and routine fare inspection activities. In addition, the WSP team was not able to assess whether inspection activities were adequately planned and executed since SOPs were not made available and the Securitas contract does not include specific details on fare inspection activities.

## **5.4 KEY FARE ENFORCEMENT FINDINGS**

The WSP team found that:

- It was not evident whether MetroLink coordinates fare inspections with local law enforcement agencies. Other systems do so successfully to reduce the fare evasion rate throughout the rail system.
- Visible, coordinated, random, and complete fare enforcement activities were not observed by the WSP team.
- Many transit agencies give warnings for fare evasion at a much greater rate than issuing citations and financial penalties. It is not clear from the documentation reviewed or from the observations that warnings are written and recorded into a database that allows MetroLink to track repeat offenders.
- It is not clear if MetroLink regularly monitors the fare evasion rate to identify any adverse trends and problem areas such as specific stations, days of the week, or times of the day with particularly high fare evasion rates.
- The number of dedicated fare enforcement agents required to support a transit operation depends on the inspection rate (i.e., a target number of the share of riders whose fares are checked), as well as on the length of the route, the service span and ridership pattern, whether inspectors work individually or in teams, whether the inspectors have tasks other than fare enforcement, and the amount of fare evasion the agency is willing to tolerate. It would be helpful for MetroLink to provide this documentation as the study progresses since it was not available for this phase of work.

- It is not clear regarding the effectiveness of the training program for fare enforcement agents. A successful training program should educate fare enforcement agents in conducting fare inspections, providing customer service, and providing security for the system. All fare enforcement agents should receive continuous refresher training on all use of safety and policy material.
- MetroLink’s planned introduction of the Gateway Card and mobile ticketing application requires an electronic means to check if a passenger is traveling with a valid card. Fare enforcement agents should carry a small hand-held validator for this task. The agents will also have to have an easy means to communicate with each other, with MetroLink dispatch and supervisors, with police, and with someone who has access to a database of past offenders.
- The Contractor that is selected to provide a mobile ticketing application should also provide a fare enforcement application. The functional and technical specifications for development, manufacturing, installation, integration, testing, and support and warranty services should be included in the upcoming RFP. The fare enforcement application could also be used to read existing fare media as well as the Gateway Card.
- It would be helpful for the WSP team to work with MetroLink to evaluate the type and numbers of hand-held validators needed for inspections. The evaluation would consider staffing, re-charging time, and required back-up devices. The evaluation should also consider any local law enforcement needs such as the size, reliability, and ease of use of the devices; the number of devices necessary; and the impact that gating certain rail stations under consideration would have on the functional requirements for the hand-held validators.
- Standards for fare inspection performance were not available to the study team. It would be helpful for the team to work with MetroLink and local law enforcement agencies to ensure that enforcement teams are trained to promote the impression that fare payment and responsible, civic-minded behavior is required on the system. This should not conflict with activities to assist customers and promote the well-being of the region.



# APPENDIX

# A STAFFING OBSERVATION LOG

# APPENDIX

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
Blue Shrewsbury	1-Aug	1116W	0				
		1128E	0				
Blue Sunnen	1-Aug	1112W	0				
		1131E	0				
Blue Maplewood	1-Aug	1111W	0				3 Metro employees on platform riding E
		1132E	0				
Blue Brentwood	1-Aug	1109W	0				
		1134E	0				
Blue Richmond Heights	1-Aug	1108W	0				
		1135E	0				
Blue Clayton	1-Aug	1105W	0				
		1138E	0				
Blue Forsyth	1-Aug	1104W	0				
		1139E	0				
Blue University City	1-Aug	1103W	0				
		1141E	0				
Blue Skinker	1-Aug	1101W	1	Securitas	Platform	Standing talking with orange vest (maintenance?)	Securitas had backpack on over vest, on or off duty?
		1142E	0				
Red Airport 1	1-Aug	1029W	0				
		1036E	0				
Red Airport 2	1-Aug	1026W	0				
		1028E	0				
	2-Aug	1249W	0				
Red N Hanley	1-Aug	1021W	1	Securitas, no vest	Got off train to platform	No vest, carrying bags	Unsure if on or off duty
		1043E	0				County Police Car parked, but no uniformed officer visible

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
		1220W	0				Metro operator on platform, no guards
		1222E	0				
	2-Aug	1243W	3	1 Securitas 2 St. Louis County Police officers	Guard at TVM Police boarded my train	Guard helping customers Police splitting up and walking consist to check fares	Everyone appeared to have a fare, or at least not get kicked off the train
Red UMSL N	1-Aug	1019W	0				
		1045E	0				
		1217W	0				Multiple UMSL PD cars parked
		1225E	0				
	2-Aug	1241W	0				3 UMSL Police Cars parked in lot
Red UMSL S	1-Aug	1017W	0				
		1047E	0				
		1216W	0				
		1226E	0				
	2-Aug	1239W	0				
Red Rock Rd	1-Aug	1015W	1	Securitas	Platform	Standing in middle of platform, watching	
		1049E	1	Securitas	Platform	Standing in middle of platform watching	
		1213W	1	Securitas	Platform	Standing by guard box	
		1228E	1	Securitas	Platform	Standing by guard box	Guy didn't move from WB observation
		1630W	1	Securitas	EB guard box	Standing looking around	
		1632E	1	Securitas	EB guard box	Standing looking around	
	2-Aug	840W	1	Securitas	EB guard box	Standing looking around	
		845E	1	Securitas	EB guard box	Standing looking around	In EB back car guy selling weekly pass
		854W	1	Securitas	Just outside platform on parking lot side	Standing	Walked over and pushed PAS button between the 2 vending machines, possibly to report they were there; 2 St. Louis County Police cars at lot, 1 parked empty, 1 driving away
		902E	1	Securitas	Just outside platform on parking lot side	Standing	
		1237W	0				
		2050W	1	Securitas	East side on stairs	Talking to young passengers or friends	

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
		2110E	1	Securitas	East side on stairs	Talking to young passengers or friends	
	3-Aug	854W/ transf	1	Securitas	EB platform	In guard box	Talked to passenger who was smoking on our train then guard gave the (possibly drunk) smoker \$1
Red Wellston	1-Aug	1013W	0	Securitas	Lawn by platform	Standing on phone in shade	
		1052E	1	Securitas	Lawn by platform	Standing on phone in shade	
		1212W	1	Securitas	WB platform	Standing	
		1230E	1	Securitas	Lawn by platform	Talking to food kiosk worker off the platform	
		1628W	0				
		1634E	1	Securitas	Platform	Talking with customer	
	2-Aug	837W	1	Securitas	Parking lot	Smoking	
		847E	1	Securitas	Parking lot	Walking (further away than when smoking)	
		852W	1	Securitas	EB platform	Standing	
		903E	1	Securitas	EB platform	Standing	
		1235W	0				
		2052W	0				
		2111E	0				
	3-Aug	852W	1	Securitas	EB end parking lot	Sitting on car	
		903E	1	Securitas	Ramp towards platform	Leaning on railing	
Red Delmar Loop	1-Aug	1011W	1	Securitas	By TVM	Standing	
		1053E	1	Securitas	By TVM	Standing	
		1209W	0				
		1232E	0				
		1626W	1	Securitas	By TVM	Standing, talking on phone	
		1635E	1	Securitas	By TVM	Standing, talking on phone	
	2-Aug	836W	1	Securitas	Bottom of stairs EB	Standing, watching trains	
		849E	1	Securitas	Bottom of stairs EB	Standing, watching trains	
		850W	1	Securitas	By TVM	Advised/talked to someone at TVM	
		905E	1	Securitas	Platform	Standing	
		1233W	1	Securitas	Platform	Standing	
2049W	0						

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
		2113E	1	Securitas	Walkway	Standing	
	3-Aug	850W	0				
		905E	0				
Red/Blue Forest Park	1-Aug	1009W	2	Securitas	End of platform	Talking with 2nd guard	
		1055E/t ransf	1	Securitas	End of platform	Walking platform, asked us if we needed help	Guard was helping others that got off the train we got on while transferring to blue line
		1144E	0				
		1208W	2	Securitas	End of platform	Talking to each other, 1 each candy bar	
		1235E	1	Securitas	End of platform	Walking	
		1624W	0				
		1638E	1	Securitas	End of platform	Standing	
	2-Aug	834W	2	Securitas	Ped overpass above tracks near guard box	Walking	
		851E	1	Securitas	Platform, perhaps another in guard box, couldn't tell	Walking	
		843W	1	Securitas	1 on platform, 1 in guard box	Standing, walked into guard box	
		907E	0				
		1231W	2	Securitas	Far W end of platform beyond stairs	1 looking at phone, other with earbuds in	
		2037W/ 2046 transf	2	Securitas	1 far W end of platform by stairs, 1 top of stairs then in guard box	Standing at base of stairs, top of stairs talking to passengers then moved into buard box and on phone	
		2115E	0				
	3-Aug	848W	0				
907E		1	Securitas	Platform	Walking		
Red/Blue Central W End	1-Aug	1006W	2	Securitas	Platform	Walking	2nd arrived on our train and got off at station onto platform
		1147E	2	Securitas	Platform	Walking, 2nd standing at ramp from parking garage	2nd person the guard who got off from our WB train

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
		1204W	2	Securitas	TVM on EB platform	Walking	Two cleaners on platform
		1237E	2	Securitas	TVM on EB platform	1 on platform standing and 1 by TVM	
		1621W	0				
		1640E	1	Securitas	Ramp at parking garage WB side	Standing	Tan uniform officer of unknown origin walking
	2-Aug	831W	1	Securitas	Platform	Standing, talking w/ customer	
		853E	1	Securitas	Platform	Standing	
		839W	1	Securitas	Platform	Talking to customer	
		910E	1	Securitas	Platform	Walking	
		1228W	0				
		2034W	1	Securitas	Platform	Standing	
		2118E	1	Securitas	Platform	Standing	
	3-Aug	845W	0				
		911E	0				
	Red/Blue Cortex	1-Aug	1004W	2	PSO Metro	Platform	Standing, 1 on phone
1149E			0				White-shirted Metro staffer on platform
1202W			0				White-shirted Metro staffer on platform
1239E			0				White-shirted Metro staffer on platform
1620W			0				3 customer service in white: 1 in cart and 2 standing at entrance
1642E			2	St. Clair County Police	Platform bench	Sitting	
2-Aug		829W	1	PSO Metro	Outside guard box	Talking with customer service	3 customer service in white: 1 in cart and 2 standing at entrance
		855E	1	PSO Metro	Outside guard box	Drinking big gulp	
		837W	1	PSO Metro	Platform EB	Talking with customer service	2 customer service in white talking with PSO
		912E	1	PSO Metro	Platform EB	Talking with customer	
		1225W	0				
		2032W	0				

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
		2120E	6	5 PSO Metro 1 Securitas	Ramp then platform	Walking up ramp by shack then onto platform	
	3-Aug	843W	1	1 PSO Metro			2 customer service in white
		913E	0				
Red/Blue Grand	1-Aug	1002W	1	Securitas	By guard box near entrance/validator	Standing	
		1151E	2	Securitas	By guard box near entrance/validator	Talking to each other	
		1159W	2	Securitas	By guard box near entrance/validator	Talking to each other	
		1241E	0				EB Metro employee on platform waiting to get on train but giving information to someone
		1617W	1	Securitas	By guard box near entrance/validator	Standing	
		1644E	1	Securitas	Platform	Walking onto train	Boarded EB train and sat down on phone, still have vest on, unsure if on/off duty or break?
	2-Aug	826W	2	Securitas	Outside of fence near guard box	Standing	2nd guard wearing backpack and no vest, off duty?
		857E	1	Securitas	Outside of fence near guard box	Standing	
		835W	1	Securitas	By roadway, not near platform or TVM	Standing, not engaged with platform or TVM	
		914E	0				
		1223W	1	Securitas	Platform	Standing	Fare inspector from Stadium got off here, didn't move or check a single fare entire ride
		2030W	1	Securitas	In guard box	Sitting	
		2123E	0				? not positive, didn't see any
	3-Aug	841W	0				Guy selling in our car (second car)
		914E	1	Securitas	In guard box		
Red/Blue Union Station	1-Aug	957W	1	Securitas	Platform	Standing	
		1155E	0				
		1157W	0				
		1245E	1	Securitas	Base of stairs	Standing	

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
		1614W	0				
		1648E	0				
	2-Aug	823W	1	Securitas	Platform	Walking, talking on phone	
		900E	1	Securitas	Platform	Walking, then boarded EB train	
		831W	1	Securitas	Platform	Walking, talking on phone	
		917E	0				
		1219W	1	Securitas	Platform	Standing, same guy as before	
		2026W	1	Securitas	Top of stairs by TVM	Standing	Also with 1 maintenance worker
		2126E	0				
	3-Aug	837W	0				ROW workers on track
917E		1	Securitas	Platform	Standing		
Red/Blue Civic Center	1-Aug	955W	0				
		1156E	0				
		1155W	1	Securitas	Street-level, by escalator	On the phone	
		1241E	1	Securitas	Platform	On the phone	
		1612W	1	Securitas	Near stairs on platform	Standing, walking	Walking to push blue becon botton
		1649E	0				
	2-Aug	822W	1	Securitas	Near stairs on platform	Standing	
		902E	1	Securitas	Got off from my train (got on at Union Station)	Walking onto platform	
		830W	1	Securitas	Top of stairs	Standing	
		919E	1	Securitas	Platform	Leaning on rail stairing into space	
		1218W	0				
		2128E	0				
	3-Aug	835W	1	Securitas	Platform	Standing	Cleaner at station
919E		0					
Red/Blue Stadium	1-Aug	953W	0				
		1159E	0				
		1153W	0				
		1249E	0				
		1610W	0				
		1651E	0				

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
	2-Aug	819W	0				
		905E	0				
		827W	0				
		921E	0				
		1217W	1	Securitas fare inspector	Boarded consist, stayed between 2 doors	Standing with fare checker clipboard out but not checking fares	Fare inspector rode until Grand, didn't check fare or move from position near doors
		2130E	0				
	3-Aug	834W	0				Cleaning staff on platform
		921E	0				
Red/Blue 8th & Pine	1-Aug	950W	3	Securitas	Platform, walking towards escalators	Talking with eachother across tracks	1 left up escalator WB and 2 up EB
		1200E	0				
		1241W	2	Securitas	Top of escalators	1 sitting, 1 talking with orange-vest (maintenance?)	
		940E	1	Securitas	Top of escalators	Talking on phone	EB platform, said "Hey"
		1155W	1	Securitas	Platform by TVM	Standing	
		1305E	1	Securitas	Top of escalators	Talking on phone	
		1610W	1	Securitas	EB platform walking to escalators	Walking, talking on the phone	
		1653E	1	Securitas	End of EV platform by escalators	Standing looking at phone	
	2-Aug	818W	1	Securitas	EB platform bench	Sitting, looking at phone, leaning	
		906E	0				
		923W	0				
		826E	0				
		2131E	0				
	3-Aug	823E	1	Securitas	Escalator	Going up escalator	1 Metro k-9 PSO Sergeant talking to a family across from the station by the Metro store
		832W	0				
		923E	1	Securitas	By TVM then up escalators	Standing then walking up escalators	On street level, a person wearing a green Metro vest over what looked like a Securitas uniform but with a different patch

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
Red/Blue Convention Center	1-Aug	1201E	1	Securitas	Stairs on WB side	Standing	
		1239W	1	Securitas	Bench on WB platform	Sitting	
		950E	2	Securitas	Platform	Standing	
		1150W	2	Securitas	Bench on platform	Sitting, talking on phone	
	2-Aug	907E	0				
		922W	0				
		820E	1	Securitas	Platform	Standing	
		824W	1	Securitas	Bench on platform	Sitting	
	3-Aug	825E	0				
		830W	0				
Red/Blue Laclede's Landing	1-Aug	1202E	1	Securitas	End of platform	Standing	
		1238W	1	Securitas	Bench on platform	Sitting	
		952E	1	Securitas	Bench on platform	Sitting, eating, talking with person	We talked with cleaner who seemed most interested in what we're doing
		1249W	1	Securitas	Bench on platform	Sitting	
	2-Aug	908E	0				
		921W	0				
		821E	1	Yellow-shirted fare agent	Platform	Walking	
		823W	1	Yellow-shirted fare agent	Platform	Walking	
3-Aug	827E/ transf	0				Cameras misaimed on platform Got off train to turn back WB	
Red/Blue East Riverfront	1-Aug	1204E	0				
		1237W	0				
		958E	0				
		1148W	0				
Red/Blue 5th & Missouri	1-Aug	1206E	0				<i>Saw sheriff in car in parking lot</i>
		1234W	0				
		1000E	0				
		1144W	0				
Red/Blue Emerson Park	1-Aug	1209E	0				<i>EB 2 cleaners on platform</i>
		1230W	0				

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
		1005E	0				
		1142W	0				
Red/Blue Jackie Joyner	1-Aug	1211E	0				
		1229W	1	Unknown	Sitting in box, only top of head visible	Sitting	So low in box that could only see top of head, not face or clothing to identify
		1006E	0				
		1139W	0				
Red/Blue Washington Park	1-Aug	1214E	1	Securitas	Ramp by park-n-ride	Talking with 2 people near bench	
		1226W	1	Securitas	Ramp by park-n-ride	Standing/walking/answered phone at bench	
		1009E	1	Securitas	Ramp by park-n-ride	Talking on bench	
		1036W	1	Securitas	Ramp by park-n-ride	Sitting in shade on phone	
Red/Blue Fairview Heights	1-Aug	1219E/ transf	2	Securitas	Platform	Standing	2nd guard got on our train (shift transfer?)
		1012- 1030E	3	2 Securitas + sheriff	Platform	Standing, Securitas guy walking along tactile strips but stayed active the entire time	WB fare inspector (Securitas) got off at next station as soon as she saw us get on the train
		1133W	1	Securitas	Platform	Standing	
Red Memorial Hospital	1-Aug	1036E	0				Fare inspector (Securitas) on next WB train at 1127 (same one seen at Fairview)
		1014- C20711 27W	0				
Red Swansea	1-Aug	1039E	0				
		1104W	0				
Red Belleville	1-Aug	1042E	0				
		1102W	1	Securitas	Platform	Standing	
Red College	1-Aug	1047E	0				Fare inspector (Securitas) checked 1 fare, rest of the time stood in the back of the car
		1056W	0				

Line/ Station	Date	Time	Security Staffing				Notes
			#	Type	Location	Activity	
Red Shiloh-Scott	1-Aug	1051E/ transf	0				Fare inspector (Securitas) on platform and got on same train as us to leave, got on far consist where there are no people besides us and she checked our fares then dodged us the rest of the time