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# Alameda-Contra Costa Transit District Contra Costa County Sheriff's Office Assessment

**Submitted to:**

Chris Andrichak, Chief Financial Officer  
Alameda-Contra Costa Transit District  
1600 Franklin St  
Oakland, California 94612-2806



## Introduction

Crowe LLP (Crowe) prepared this report to summarize the results of our assessment of the contract between Alameda-Contra Costa Transit District (AC Transit or District) and the Contra Costa County Sheriff's Office (Sheriff's Office). Crowe assessed whether security services received from the Sheriff's Office were in accordance with the contract between the two parties and provided recommendations to improve contract management and cost-efficiencies, where applicable. This report is organized into three (3) sections as follows:

- A. *Project Background*
- B. *Results of Contract Assessment and Interviews*
- C. *Results of Peer Agency Research.*

There are two (2) appendices to this report, as follows:

- A. *Sheriff's Office Reports*
- B. *AC Transit Staff Interviews*

### A. Project Background

AC Transit contracts with the Sheriff's Office for public safety and security services on buses, transit facilities and properties, and associated communications support services. The contract requires a dedicated Sheriff's Office unit to perform law enforcement mobile security services throughout the District's Contra Costa County service area, operating 24 hours per day and seven days per week.

Sheriff's Office personnel provide sworn law enforcement services within Contra Costa County, responding to incidents occurring onboard District buses, at District bus stops, and at other District properties.

Crowe assessed whether security services received from the Sheriff's Office were in accordance with the contract between the two parties, and identified opportunities to improve contract management and cost-efficiencies, where applicable. The objectives of this assessment were to determine, for the period between January 1, 2020 and December 31, 2021, if:

- (1) The Sheriff's Office billings complied with contractual requirements
- (2) Controls were in place to measure and monitor Sheriff's Office performance against contractual requirements
- (3) AC Transit received a level of service consistent with contractual requirements and its needs
- (4) AC Transit and the Sheriff's Office managed the contract in a cost-effective manner.

This report provides the results of our assessment, which included an assessment of background documents, interviews with AC Transit staff, a peer agency review, and contract compliance testing. In the following sections we describe the procedures performed and recommendations identified for each task.

## B. Results of Contract Assessment and Interviews

Crowe completed various tasks to assess the contract between AC Transit and the Sheriff's Office including a review of background documents, a review of daily / quarterly / monthly reports, interviews with staff, and contract compliance testing.

We requested and obtained background documents including the contract between the Sheriff's Office and AC Transit, police reports and logs, key performance indicator (KPI) data, Sheriff's Office reports, and other related documents.

Crowe conducted a total of four (4) interviews, three (3) operation supervisors and the District Manager of Protective Services. For these interviews, we developed a questionnaire and documented responses from each participant. We used the results of these interviews to identify common themes and challenges related to the Sheriff's Office services.

We obtained documentation supporting the Sheriff Office's billings between January 1, 2020 and December 31, 2021 and performed tests for contractual compliance. Crowe assessed hourly rates, overtime rates, overhead rates applied (e.g., retirement plan and health care contribution levels), billed amount alignment with service levels, adequacy of supporting documentation, and potential billing errors (e.g., billing for non-contract time).

Our procedures resulted in recommendations related to reporting, coverage provided by the Sheriff's Office, invoicing, and AC Transit staff. We provide detailed recommendations in the next section.

### Recommendations

#### 1. Reporting

- a. *Enhance District access to Sheriff Office reports* - Reports provided from the Sheriff's Office to AC Transit including the daily incident report and County Monthly Report for Protective Services should be stored on a shared site to allow AC Transit staff easy access to reports. AC Transit should work with the Sheriff's Office to develop a data sharing portal (e.g., SharePoint) to enable real time report access to certain levels of AC Transit staff. With continuous access to reports, AC transit supervisors and other senior level staff can better monitor situations, analyze activity trends, and make adjustments to levels of service or assignments as needed based on the needs of operators, operating supervisors and the general public.
- b. *Report Sheriff Office response times* - The Sheriff's Office should include response times in their reporting as a key performance indicator. AC Transit can use response time information as a basis for evaluating the timeliness of services provided by Sheriff's Office deputies and to identify and correct potential issues or gaps in service responsiveness.

#### 2. Sheriff's Office Services

- a. *Require continuous 24-hour Sheriff Office coverage* - AC Transit should work with the Sheriff's Office to adjust deputy schedules to provide coverage 24 hours a day or adjust schedules to leave smaller windows of time throughout the day if 24 hour coverage is not possible. Beginning at 0300, there is a three-hour gap in coverage until the next Sheriff Office deputy is on duty at 0600. During this time, AC Transit staff rely on other law enforcement providers, including the Richmond police department and Richmond BART police department. AC Transit staff report a higher incident rate during these late night and early morning hours and services provided by non-dedicated police departments are often delayed. Due to the higher incident rates, AC Transit should require the Sheriff's Office to cover the 0300 to 0600 time period (e.g., by adjusting deputy schedules).

- b. *Provide Sheriff Office deputies with access to AC Transit cameras* - AC Transit should allow on duty Sheriff's Office deputies to access AC Transit security cameras on a real time basis rather than requiring them to request access. Sheriff's Office deputies assigned to the AC Transit contract currently do not have proper credentials to access AC Transit security cameras which limits their ability to perform duties when needed. AC Transit should update the contract or enter into a memorandum of understanding to allow Sheriff Office deputies to access AC Transit security cameras.

### 3. Invoicing

- a. *Refine Sheriff's Office communications and vehicle charges invoicing methodology* - AC Transit should require the Sheriff's Office to provide additional detail for communication and vehicle charges including clearly describing how the Sheriff's Office calculates these charges and what triggers their inclusion in monthly invoices. AC Transit should work closely with the Sheriff's Office to determine an acceptable methodology for the communication and vehicle charges and to clearly include this methodology in the contract.
- b. *Expand Sheriff Office work performed reporting* - AC Transit should require the Sheriff's Office to include more detail on work performed during the preceding month. This detail could include certain key performance indicators such as total incidents, number of incidents responded to by each deputy, and response times for each incident. This could be in the form of daily or monthly incidents reports or listing of services provided by deputy or lieutenant. The goal of this recommendation would be to connect the monthly invoices with the various reports submitted by the Sheriff's Office.

### 4. General

- a. *Allow AC Transit more timely feedback to Sheriff Office personnel* - AC Transit staff expressed interest in further opportunities to provide feedback on services provided by Sheriff's Office. We recommend creating a mechanism for the District Chief of Protective Services or designee to provide monthly or quarterly feedback to the Sheriff's Office. Feedback could be informal in the form of open in person or on-line forums, or more formal in the form of surveys sent to relevant staff. Such continuous feedback on Sheriff's Office services will allow AC Transit to address issues as the need arises.
- b. *Develop AC Transit policies and procedures for Sheriff's Office Contract* - AC Transit does not currently have policies and procedures documented or implemented related to the contract with Sheriff's Office. We recommend documenting and implementing policies and procedures related to managing the contract, including approving invoices, reviewing key performance indicators and assessing Sheriff's Office performance. Quality documented policies and procedures can provide AC Transit with a uniform approach to managing the contract and more seamless transitions as AC Transit staff rotate or leave.
- c. *Explore Options for Additional Services* – AC Transit, where possible, should consider absorbing additional services similar to those provided to other entities identified in Section C that are deemed to be beneficial to AC Transit staff and the general public. AC Transit should consider incorporating additional services into any new contract agreement with the Sheriff's Office.

## C. Results of Peer Agency Research

We conducted internet research and obtained current Federal Transit Administration (FTA) and law enforcement industry best practices for transit / local government contracting and management. We also aggregated information from County Sheriff service contracts with local governments. We identified six (6) peer agencies as benchmarks for AC Transit and the Sheriff's Office which are listed in **Exhibit 1**. **Exhibit 2** provides a comparison of costs and staffing for each contract **Exhibit 3 provides and overview of services** provided for each entity identified. **Exhibit 4** provides additional detail on specific services provided by these peer agencies. We used the comparison analysis to inform our recommendations in the previous section.

### Exhibit 1 Listing of Peer Entities and Service Provider

Entity	Services Provider
Alameda - Contra Costa County (AC Transit)	Contra Costa County Office of the Sheriff (ACOS)
Peer Agencies Used for Comparison	
1. Santa Clara Valley Transportation Authority (VTA)	Santa Clara County Office of the Sheriff (SCCOS)
2. Peninsula Corridor Joint Powers Board (JPB) and San Mateo County Transit District (SMC)	San Mateo County Office of the Sheriff (SMCOS)
3. North County Transit District (NCTD)	San Diego County Office of the Sheriff (SDCOS)
4. Orange County Transportation Authority (OCTA)	Orange County Office of the Sheriff (OCOS)
5. Sacramento Regional Transit District (RT)	Sacramento Police Department (SPD)
6. Los Angeles County Metropolitan Transportation Authority (LACMTA)	City of Long Beach (LPBD) City of Los Angeles (LAPD) County of Los Angeles (LASD)

### Exhibit 2 Contract Cost and Staffing Comparison

Entity	Services Provider	Annual Cost	Staff FTEs	Annual Cost per FTE
AC Transit	CCCOS	\$2,223,614	8.0	\$277,952
1. VTA	SCCOS	\$10,491,648	26.0	\$403,525
2. JPB and SMC	SMCOS	\$9,308,812	19.0	\$489,937
3. NCTD	SDCOS	\$2,420,147	9.0	\$268,905
4. OCTA	OCOS	\$10,869,698	33.0	\$329,385
5. SAC RT	SPD	\$4,930,976	19.0	\$259,525
6. LACMTA	LPBD, LAPD, LASD	\$137,614,133	N/A	N/A

### Exhibit 3 Comparison of Services Provided

Entity	Services Provider	Bus Presence	Train Presence	Station Presence	Other Transit Property Presence	Fare Enforcement	Respond to 911 Calls	Special Event Presence	Special Enforcement
AC Transit	CCCOS	X	X	X	X		X	X	X
1. VTA	SCCOS	X	X	X	X	X	X	X	X
2. JPB and SMC	SMCOS	X	X	X	X	X	X	X	X
3. NCTD	SDCOS	X	X	X	X	X	X	X	X
4. OCTA	OCOS	X	X	X	X		X		X
5. SAC RT	SPD	X	X	X	X	X	X		X
6. LACMTA	LPBD, LAPD, LASD	X	X	X	X		X	X	X

### Exhibit 4 Comparison of Services Provided (continued)

Entity	Services Provider	Special Access	Special Enforcement Detail	Additional Services
AC Transit	CCCOS		(1) Undercover assignments (2) High security events	
VTA	SCCOS	(1) Retired officers (2) K-9 (3) SWAT (4) Bomb (5) Helicopter	Transit Detective Unit: (1) Provides investigative services related to all criminal and security-related incidents, including vandalism and graffiti on VTA property or involving VTA employees	Contracts with Allied Services security officers who are: (1) Assigned to all VTA facilities (2) Provide roving patrols between light rail stations (3) Provide security presence at transit facilities (4) May ride on bus and light rail (5) Provide revenue collection and protection (6) Provide security at VTA events  Also able to assign personnel to graveyard shifts due to resource of subcontractor
JPB and SMC	SMCOS	(1) SWAT (2) Forensic Laboratory (3) Bomb	(1) Parking enforcement to Caltrain and SamTrans parking lots (2) Conduct criminal investigations (3) Function as the Sheriff's liaison to the Agencies in matters involving training and coordination for emergency operations (4) Maintenance and management of the property/evidence function (5) Court liaison duties (6) Train and obtain necessary POST certifications (7) Participate in federally mandated joint anti-terrorism training (8) Intelligence share with other law enforcement agencies	(1) JPB, SMCTD and Sheriff Office will meet quarterly to discuss contract issues and performance measures
NCTD	SDCOS		(1) Community Policing and Intelligence Led Policing principles	

**Exhibit 4  
Comparison of Services Provided (continued)**

Entity	Services Provider	Special Access	Special Enforcement Detail	Additional Services
OCTA	OCOS	(1) K9 Explosive Detection (Hazardous Devices Squad)	(1) Mounted Enforcement Unit (2) Special Weapons and Tactics Team (3) Special Victims Unit (4) Orange County Intelligence Assessment Center	Special Enhancement Team for enhanced services: (1) Homeless Liaison Officers (2) Anti-Terrorism Anti-Crime (3) Community Oriented Policing (4) Visible Intermodal Prevention and Response Team
SAC RT	SPD	(1) Retired officers	(1) Assist SacRT with supervising the towing of vehicles parked within RT's facilities	(1) RTCC monitoring of video by 2 detectives (2) Assist SacRT with supervising the towing of vehicles parked within RT's facilities (3) RT has the right to have SPD re-assign personnel who they determine to be unsuitable for assignment (4) SPD must assign the SacRT-selected individual as Lieutenant (manager)
LACMTA	LPBD, LAPD, LASD	(1) K9 Explosive Detection	(1) Will escort LACMTA personnel from LACMTA property upon request	(1) Collaboration with social services agencies to address the impact of homelessness on the transit system (2) All personnel must be POST-certified or POST-eligible (3) Hold regular events (such as Coffee with a Cop) to engage community and develop rapport as part of Community Policing initiative

## Appendix A – Sheriff's Office Reports

The Sheriff's Office provides daily incident reports, the County Monthly Report for Protective Services and a quarterly case disposition report. Daily incident reports provide a detailed description of each incident on a given day, including the location, date, time, reporting deputy, status and a brief description. The monthly report captures the number of incidents in a given month categorized by the type of incident including service to citizen, calls for service, bus zone / parking citation among many others. "Calls for Service" account for the vast majority of reported incidents and are further described as follows:

- a. Buses Rode: The deputy boards and remains on the bus for at least 1/4 of a mile before off-boarding.
- b. Misdemeanor Arrests: Misdemeanor arrests made on an AC bus, AC property, or from an incident that involved an AC Transit Employee.
- c. Other Misdemeanor Arrests: Misdemeanor arrest made from an incident not involving an AC Transit bus, property or employee.
- d. Felony Arrests: Felony arrests made from an incident on an AC Transit bus, AC property or that involved an AC Transit Employee.
- e. Other Felony Arrests: Felony arrests made from an incident not involving an AC Transit bus, property or employee.
- f. Operators Assaulted: Assaults (including spitting) that occurred on an AC Transit bus, AC property or that involved an AC Transit Employee.
- g. Traffic Citations: Citations written from an incident on an AC Transit bus, AC property or that involved an AC Transit Employee.
- h. Other Citations: Citations written not involving an AC Transit bus, AC property or employee.
- i. Operator accused of shoplifting
- j. Total Calls for Service includes Public Assembly Checks, Security Checks, Service To Citizen and other self-initiated activity

The quarterly report aggregates incidents for the preceding quarter. The daily shift report and monthly report for protective services templates can be found on the following pages.





**CONTRA COSTA COUNTY SHERIFF'S OFFICE**  
AC Transit Police Services

Daily Shift Report



Date

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Joseph Buford  
Chief of Police

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**Incident**

TYPE OF REPORT:

REPORT #:

LOCATION:

AC TRANSIT RELATED:

DATE: TIME:

VIDEO REQUESTED:

REPORTING DEPUTY:

COACH/LINE:

	Involvement	Name (employee #)	Status (arrest/injury/unknown)
1			
2			
3			
4			
5			

Co.Co. County Monthly Report For Protective Services													
	2021												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	TOTALS
640 PC INFRACTIONS	1	0	0	0	0	0	0	0	0	0	0	0	1
640 PC CITED	0	0	0	0	0	0	0	0	0	0	0	0	0
ASSAULT/BATTERY (DRIVER) *	0	0	0	0	0	0	0	0	0	0	0	0	0
ASSAULT/BATTERY (PASS)	0	2	0	0	2	2	0	0	0	0	0	0	6
THEFT FROM OPERATOR	0	0	0	0	0	0	0	0	0	0	0	0	0
THEFT FROM PASSENGER	0	0	1	0	0	0	0	0	0	0	0	0	1
ROBBERY	0	0	0	0	0	0	0	0	0	0	0	0	0
VANDALISM	0	2	0	1	0	1	0	0	0	0	0	0	4
MISDEMEANOR ARRESTS	0	0	0	0	0	1	0	0	0	0	0	0	1
OTHER MISDEMEANOR ARRESTS	0	0	0	0	0	0	0	0	0	0	0	0	0
FELONY ARRESTS	0	0	0	0	0	0	0	0	0	1	0	1	2
OTHER FELONY ARRESTS	0	0	0	0	0	0	0	0	0	0	0	0	0
WARRANT ARREST	0	1	0	3	0	0	0	0	0	1	0	0	5
NON-ACT WARRANT ARREST*	0	0	0	0	0	0	0	0	0	0	0	0	0
DRUNK IN PUBLIC	0	0	1	0	0	0	0	0	0	0	0	0	1
DISTURBING THE PEACE	2	2	1	1	1	2	0	0	0	8	7	24	46
THROW SUB. AT VEH	0	0	0	0	0	0	0	0	0	0	0	0	0
SUSPICIOUS CIRCUMSTANCE	2	0	1	0	0	0	0	0	0	0	1	4	0
LOST / MISSING PROPERTY	0	0	0	0	0	0	0	0	0	0	0	0	0
ALARMS	0	0	0	0	0	0	0	0	0	0	0	0	0
HOSPITALIZATION	1	2	2	1	0	2	0	0	0	3	0	11	2
6150 W&I	0	1	1	0	0	0	0	0	0	0	0	0	2
TRUANT	0	0	0	0	0	0	0	0	0	0	0	0	0
SERVICE TO CITIZEN	627	1001	991	803	1007	1017	0	0	0	1202	1187	0	0
Total	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL REPORTS WRITTEN	7	5	6	5	4	6	0	0	0	7	6	46	0
TOTAL CALLS FOR SERVICE*	1918	1995	2084	1708	1819	1770	0	0	0	1821	1540	14655	0
BUS ZONE/ PARKING CITATIONS	1	0	2	0	2	0	0	0	0	0	1	6	0
TRAFFIC CITATIONS	0	0	1	0	0	0	0	0	0	5	6	12	0
OTHER CITATIONS*	0	1	0	0	0	0	0	0	0	0	0	1	0
FELONY CASES TO D.A.	0	0	0	0	0	0	0	0	0	0	0	0	0
MISDEMEANOR CASES TO D.A.	0	0	0	0	0	0	0	0	0	0	0	0	0
FELONY CHARGED- D.A.	0	0	0	0	0	0	0	0	0	0	0	0	0
MISDEMEANOR CHARGED- D.A.	0	0	0	0	0	0	0	0	0	0	0	0	0
ACCIDENTS	2	0	3	0	0	2	0	0	0	2	1	2	12

\* Buses Rode: The deputy boards and remains on the bus for at least 1/4 of a mile before off-boarding.  
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 \* Traffic Citations: Citations written from an incident on an AC Transit bus, AC property or that involved an AC Transit Employee.  
 \* Other Citations: Citations written not involving an AC Transit bus, AC property or employee.

## Appendix B – AC Transit Staff Interviews

Crowe conducted four (4) interviews of operation supervisors and the District Manager of Protective Services. For these interviews, we developed a questionnaire and documented responses from each participant. We used the results of the interviews to identify common themes and any challenges related to the Sheriff's Office services. Crowe identified the following themes:

Positive feedback and experience with the Sheriff's Office:

- Deputies are adhering to their responsibilities.
- Respond to calls timely.
- Pleasant demeanor when working with AC Transit staff or the public.
- Sheriff's office provides thorough incident reporting, including name, badge and report number and description of the incident.
- Security presence on AC Transit property is working.

Recommendations (common themes):

- More opportunities for AC Transit feedback.
- Need coverage between shifts in the late hours and early morning.
- Need ability for Sheriff's Office personnel to pull up video in real time.
- Citations are down due to loss of the student worker; maybe need to add a similar staff level within the budget.
- Need for more seamless communication. Daily, monthly or other frequency.
- Need a solution to share data more freely, including KPIs for contracts.
- Automate monthly reports related to response times for real-time feedback.
- More clearly defining vehicle charges and communication charges on each invoice.
- Need response times from Contra Costa County to provide response time data.
- Invoices should include more details on work performed. This could be in the form of monthly incidents reports or listings of service by Deputy or Lieutenant.