




December 1, 2025

To: Executive Committee

From: Darrell E. Johnson, Chief Executive Officer 

Subject: Agreement for OC Streetcar Security Officer Services

Overview

On July 14, 2025, the Board of Directors approved the release of a request for proposals to select a firm to provide security officer services on the OC Streetcar system. Board of Directors' approval is requested to execute an agreement to provide these services.

Recommendations

- A. Approve the selection of Universal Protection Service LP, doing business as Allied Universal Security Services as the firm to provide security officer services on the OC Streetcar system.
- B. Authorize the Chief Executive Officer to negotiate and execute Agreement No. C-5-3875 between the Orange County Transportation Authority and Universal Protection Service LP, doing business as Allied Universal Security Services, in the amount of \$2,557,661, for a two-year initial term with one, one-year option term to provide security officer services on the OC Streetcar system.

Discussion

The Orange County Transportation Authority (OCTA) anticipates commencing OC Streetcar revenue service in summer 2026. OCTA is committed to providing safe, secure, and orderly operation of the OC Streetcar. To determine the recommended approach to achieve this commitment, staff evaluated multiple factors including existing crime trends in the area, jurisdictional input, ridership, community acceptance of law enforcement personnel, cost, availability, responsiveness of local/county law enforcement personnel, and the operational footprint spanning two city jurisdictions.

A hybrid model that utilizes both trained transit security officers and sworn law enforcement will provide a balanced approach that most appropriately meets the passenger safety and security needs of the OC Streetcar. This hybrid approach was presented to and approved by the Board in October 2024.

OCTA is committed to maintaining a welcoming and secure environment on the OC Streetcar. To support that goal, OCTA will proactively address activities that can adversely affect the condition and perception of security on the OC Streetcar. Examples where security officers can intervene include, but are not limited to, fare disputes, illegal dumping, minor vandalism, and customer code of conduct violations.

These specially trained security officers will be uniformed, and their daily tasks will include directing passengers and assisting them in navigating the system, answering questions, serving as an extension of customer service personnel. Security officers will also serve as a visible deterrent, and they will report any security-related incidents to OCTA's Central Communications Section. They will be equipped with non-lethal means to defend themselves and, if necessary, others.

Procurement Approach

This procurement was handled in accordance with OCTA Board of Directors (Board)-approved procedures for professional and technical services. Various factors are considered in the award for professional and technical services. The award is recommended to the firm offering the most comprehensive overall proposal considering such factors as prior experience with similar projects, staffing and project organization, work plan, as well as cost and price.

On July 14, 2025, the Board authorized the release of Request for Proposals (RFP) 5-3875 and the proposed evaluation criteria and weightings, which was issued electronically on CAMM NET. The RFP was advertised in a newspaper of general circulation on July 14 and July 21, 2025. A pre-proposal conference was held on July 22, 2025, with 13 attendees from 12 firms. Three addenda were issued to make available the pre-proposal conference registration sheet and presentation, respond to written questions, and handle administrative issues related to the RFP.

On August 13, 2025, 26 proposals were received. An evaluation committee consisting of OCTA staff from the Security and Emergency Preparedness, Risk Management, Rail System Safety, and Contracts Administration and Materials Management departments, as well as external staff from the Orange County Sheriff's Department met to evaluate all the proposals received.

The proposals were evaluated based on the following Board-approved evaluation criteria and weightings:

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|-------------------------------------|------------|
| • Qualifications of the Firm | 20 percent |
| • Staffing and Project Organization | 25 percent |
| • Work Plan | 30 percent |
| • Cost and Price | 25 percent |

Several factors were considered in developing the evaluation criteria weightings. Qualifications of the firm was weighted at 20 percent as the proposing firm had to demonstrate relevant experience, as well as have the resources to meet the immediate and long-term staffing requirements of the scope of work. Staffing and project organization criterion was weighted at 25 percent as it is critical for the firm to demonstrate it could provide the experienced and qualified individuals needed to achieve the requirements set forth in the scope of work. Work plan was weighted at 30 percent as the proposing firm had to demonstrate their understanding of the project scope, as well as the approach to providing the staff with the required skill levels and experience. Cost and price criterion was assigned 25 percent to ensure a fair comparison of the proposed rates for the total contract term, as well as ensuring that OCTA receives value for the services provided.

On October 1, 2025, the evaluation committee reviewed the proposals based on the Board-approved evaluation criteria and shortlisted the three most qualified firms listed below in alphabetical order:

Firm and Location

American Global Security, Inc. (AGS)
Headquarters: Chatsworth, California
Project Officer: Chatsworth, California

Citiguard, Inc. (Citiguard)
Headquarters: West Hills, California
Project Officer: West Hills, California

Universal Protection Service LP, doing business as Allied Universal Security
Services (Allied Universal)
Headquarters: Irvine, California
Project Officer: Irvine, California

On October 9, 2025, the evaluation committee conducted interviews with the three short-listed firms. The interviews consisted of a presentation by each firm to demonstrate the firms' understanding of OCTA's requirements. The firms' project managers and key team members had an opportunity to present each team's qualifications and respond to the evaluation committee's questions. Questions were related to qualifications, the dedicated project team, approach to the requirements of the scope of work, as well as specific clarification questions related to each firm's proposal.

At the conclusion of the interviews, a request for a best and final offer (BAFO) was issued to the three short-listed firms to seek additional clarifications and final pricing. All three short-listed firms made adjustments to their pricing based on the clarifications.

Based on the evaluation of the written proposal and the information obtained from the interviews and BAFOs, as well as cost and price, the evaluation committee recommends Allied Universal for consideration of the award. The following is a brief summary of the proposal evaluation results.

Qualifications of the Firm

Allied Universal has been providing security services since 1957 and has 800,000 employees. The firm is headquartered in Irvine, California. The firm demonstrated relevant experience providing security services to public transit agencies including the Riverside Transit Agency, Riverside County Transportation Commission, Long Beach Transit, Los Angeles County Metropolitan Authority, Metrolink, Valley Metro, TriMet, Omnitrans, Sound Transit, Santa Clara Valley Transportation Authority, Miami-Dade Transit, County of Orange, County of Los Angeles, County of San Bernardino, County of San Diego, County of Ventura, County of Kern, and County of Riverside. Allied Universal did not propose any subcontractors and received positive feedback from its references.

Citiguard has been providing security services since 2007 and has 1,400 employees. The firm is headquartered in West Hills, California. The firm demonstrated relevant experience providing security services to various public agencies, including Union Pacific Railroad, Redlands Passenger Rail Project, California Department of Transportation, Golden Empire Transit District, and Monterey-Salinas Transit District. The firm did not propose any subcontractors and received positive feedback from its references.

AGS has been providing security services since 1999 and has 800 employees. The firm is headquartered in Chatsworth, California. The firm demonstrated relevant experience providing security services to public transit agencies including City of Glendale, City of Pomona Transit Center and Metrolink Station, and the City of Fontana Metrolink Station and public facilities. The firm did not propose any subcontractors and received positive feedback from its references.

Staffing and Project Organization

Allied Universal proposed a highly skilled project team with experience working on projects of similar size and scope. The proposed client manager has 16 years of experience. The firm met the required staffing qualifications and requirements including Bureau of Security and Investigative Services (BSIS) and first-aid certifications. The firm's proposed training program meets the requirements outlined in the scope of work including being Transportation Security Administration (TSA) mandated. During the interview, the firm presented a dedicated transit department that provides transit-specific security training including federal safety standard regulations recognized by the Department of Transportation (DOT), Federal Railroad Administration (FRA), 49 CFR 214 Railroad Workplace Safety, and 49 CFR 239 Passenger Train Emergency Preparedness. Citing the specific federal rail safety standard regulations, the included transit-specific training demonstrated that Allied Universal's training exceeds the requirements outlined in the scope of work. The firm answered comprehensively to all questions asked during the interview.

Citiguard proposed a skilled project team with experience working on projects of similar size and scope. The proposed client manager has 11 years of experience. The firm met the required staffing qualifications and requirements including BSIS and first-aid certifications. The firm's proposed training program meets the requirements outlined in the scope of work including being TSA mandated. During the interview, the firm's responses to the committee's questions were general, and conflicting information was provided regarding their approach to fulfilling the scope.

AGS proposed a project team with experience working on projects of similar size and scope. The proposed client manager has eight years of public sector security experience. The firm met the required staffing qualifications and requirements including BSIS and first-aid certifications. The firm's proposed training program meets the requirements outlined in the scope of work including being TSA mandated. The firm provided general responses to all questions asked during the interview.

Work Plan

Allied Universal presented a comprehensive work plan that demonstrated a thorough understanding of the scope of work requirements. The firm described in detail its proposed approach, which includes a quality assurance plan and the required number of staff during each shift. Furthermore, the firm's approach includes the required training, verification and inspections, as well as key performance indicators. The firm proposed a multitude of enhancements including heatmaps, body worn cameras, live dashboards and predictive analytics to address issues, and outreach officers for unhoused and behavioral health issues. Additionally, the response to clarifications in the BAFO provided further assurances regarding Allied Universal's ability to meet OCTA's requirements, as well as transparency related to associated costs.

Citiguard presented a work plan that demonstrated an understanding of the scope of work requirements. The firm described in detail its proposed approach, which includes a quality assurance plan, and the required number of staff during each shift. Additionally, the firm's approach included the required training, verification and inspections, as well as key performance indicators. The firm provided enhancements including body-worn cameras and heatmaps. Through the BAFO process, the firm was able to clarify inconsistencies which confirmed their ability to meet OCTA's requirements and provide clarity regarding proposed associated costs to perform the services.

AGS presented a work plan that demonstrated an understanding of the scope of work requirements. The firm described in detail its proposed approach, which includes a quality assurance plan, and the required number of staff during each shift. Additionally, the firm's approach included the required training, verification, and inspections, as well as key performance indicators. The firm provided enhancements including body-worn cameras. The response to clarifications in the BAFO provided further assurances regarding AGS's ability to meet OCTA's requirements, as well as transparency related to associated costs.

Cost and Price

Pricing scores were based on a formula, which assigned the highest score to the firm with the lowest total weighted hourly rate and scored the other proposals' total weighted hourly rate based on its relation to the lowest total weighted hourly rate. Although Allied Universal did not propose the lowest total weighted hourly rate, it is competitive among the proposing firms and the total projected cost is less than the OCTA project manager's independent cost estimate.

Procurement Summary

Based on the evaluation of the written proposals, the firms' qualifications, the information obtained from the interview and BAFOs, as well as cost and price, the evaluation committee recommends the selection of Allied Universal as the top-ranked firm to provide security officer services on the OC Streetcar. Allied Universal delivered a thorough and comprehensive proposal and an interview that was responsive to all of the requirements of the RFP.

While Allied Universal did not propose the lowest rate, the firm represents the best value to OCTA for the following reasons:

- The firm demonstrated the greatest depth of experience in providing security services to public transit agencies, particularly those comparable in size and scope involving rail operations.
- The firm has over 68 years of security experience and provided a strong portfolio of relevant projects.
- The number of labor hours allocated per week provided on current contracts demonstrated the measurable level of demand this firm is capable of.
- The firm exceeded the staffing requirements outlined in the scope of work by not only meeting all certification and training criteria, but also proposing personnel equipped with specialized transit-specific security training aligned with DOT and FRA rail safety standards, surpassing the general rail safety training requirements.
- The firm proposed value-added enhancements including heatmaps, body worn cameras, live dashboards and predictive analytics to proactively address issues, and outreach officers to provide specialized assistance with unhoused and behavioral health issues.

Fiscal Impact

The project was approved in OCTA's Fiscal Year 2025-26 Budget, Chief Executive Office Division, Account Nos. 0035-7616-OC100-4TZ, 0035-9025-OC100-0PQ, and 0035-9027-OC100-03N, and is funded through local funds.

Summary

Staff is recommending the Board of Directors authorize the Chief Executive Officer to negotiate and execute Agreement No. C-5-3875 between the Orange County Transportation Authority and Universal Protection Service LP, doing business as Allied Universal Security Services, in the amount of \$2,557,661, for a two-year initial term with one, one-year option term to provide streetcar security officer services on the OC Streetcar system.

Attachments

- A. Review of Proposals, RFP 5-3875 OC Streetcar Security Officer Services
- B. Proposal Evaluation Criteria Matrix (Short-Listed Firms), RFP 5-3875 OC Streetcar Security Officer Services
- C. Contract History for the Past Two Years, RFP 5-3875 OC Streetcar Security Officer Services

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