

2009
ANNUAL SECURITY REVIEW OF NORTH
COUNTY TRANSIT DISTRICT
(NCTD)

RAIL TRANSIT SAFETY SECTION
RAIL TRANSIT AND CROSSING BRANCH
CONSUMER PROTECTION AND SAFETY DIVISION
CALIFORNIA PUBLIC UTILITIES COMMISSION
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**2009 ANNUAL SECURITY REVIEW OF
NORTH COUNTY TRANSIT DISTRICT
(NCTD)**

ACKNOWLEDGEMENT

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1. EXECUTIVE SUMMARY

The California Public Utilities Commission's (Commission) Consumer Protection and Safety Division (CPSD), Rail Transit Safety Section staff (staff) conducted an on-site security review of North County Transit District (NCTD) from April 27, 2009 to April 30, 2009. The review focused on verifying the effective implementation of the Security Emergency Preparedness Plan, addressing Threat & Vulnerability Assessment (TVA) and emergency response.

Following the on-site security review, staff held a post-review conference with NCTD staff on May 29, 2009. Staff provided the Chief Executive Officer and Chief of Transit Security a preliminary summary report detailing the on-site review recommendations for corrective actions.

The security review results indicate NCTD has a comprehensive Security and Emergency Preparedness Plan (SEPP) and has effectively carried out their plan. Staff found NCTD's progressive and effective security program very concise and efficient. Staff exceptions found during the review are described in the Findings and Recommendations section of each checklist. Of the 9 checklists, staff made 7 recommendations for corrective action.

The Introduction for this report is presented in Section 2. The Background, in Section 3, contains a description of the NCTD rail system and the Review Procedure in Section 4. Section 5 contains the Findings and Recommendations.

The Acronyms listing is in Appendix A and the NCTD 2009 Annual Security Review Checklist Index and Recommendations List are included in Appendices B and C respectively. The Security Review Checklists are presented in Appendix D.

2. INTRODUCTION

The Commission's General Order (GO) 164-D, *Rules and Regulations Governing State Safety Oversight of Rail Fixed Guideway Systems*, and the Federal Transit Administration's (FTA) Rule, Title 49 Code of Federal Regulations (CFR) Part 659, *Rail Fixed Guideway Systems: State Safety Oversight*, require the designated State Safety Oversight Agencies to perform a review of each rail transit agency's system safety and security program(s) at a minimum of once every three years.

The security review's purpose is to evaluate the effectiveness of each rail transit agency's System Safety Program Plan (SSPP) and Security and Emergency Preparedness Plan (SEPP) and to assess the level of compliance with GO 164-D.. The April 2009 review is Staff first on-site security review since Sprinter's revenue service opening on March 9, 2008.

On March 30, 2009, staff sent a letter, along with thirty two safety (32) and nine (9) security checklists, to the NCTD Chief Executive Officer, advising NCTD the safety and security annual review would be scheduled April 27 to 30, 2009. Staff subsequently confirmed specific dates and times with the NCTD Office of Health and Safety.

On April 27, 2009, NCTD and Staff held an entrance meeting to discuss the purpose, tasks, schedules, findings, and process of the on-site safety and security review. NCTD Director of Rail Services, Chief of Transit Security, Rail Safety and Compliance Officer, Manager of Light Rail, Rail Inspector/Auditor, Manager of Wayside Maintenance, manager of Contracts & Procurement, Right of Way Coordinator, Veolia Transportation – General Manager, Transit America Services Inc. were present for the entrance meeting.

Staff performed the on-site safety and security review at NCTD's 311 Tremont office. Staff utilized nine (9) checklists for the inspection of the Security and Emergency Preparedness Plan. Staff derived the checklist review questions from CPUC's GO 164-D, FTA's 49 CFR659, Transportation Security Administration's (TSA) Baseline Security Review, NCTD's SSPP and SEPP, Federal Transit Administration (FTA) FTA-TRI-MA-7085-05 and FTA Transit Agency Security and Emergency Management Protective Measures dated November 2006.

On December 8, 2010, Staff provided to NCTD the draft report for review and comments. Staff's letter informed NCTD the 30-day review and comment period

would end on January 10, 2010. On January 3, 2011 NCTD's Security Team requested a two extension from staff as they did not receive the draft report from their corporate office until December 27, 2010. Staff agreed to the extension.

On January 24, 2011, staff received a letter from NCTD Chief of Transit Security informing that NCTD acknowledges the findings and recommendations made in the 2009 NCTD Annual Security Review Report and will develop a Corrective Action Plan and schedule accordingly.

3. NCTD BACKGROUND

The San Diego North County Transit District (NCTD) was created by passage of Senate Bill 802 in 1975 and started operations as North County Transit District on July 1, 1976. The agency's responsibility was to plan, develop and implement a fixed route system throughout North County between the San Diego County-Orange County border to La Jolla and from the Coast east to Ramona. In June 1994, NCTD created San Diego Northern Railroad (SDNR) to operate the "Coaster" commuter rail and maintain the recently purchased San Diego Subdivision which extends from the San Diego County- Orange County border south to downtown San Diego for commuter rail service and extends from City of Oceanside to City of Escondido for Sprinter light rail service.

The area of jurisdiction is about 1100 square miles, 82 miles of which is Railroad Right of Way serving a population of over 1.0 million which is approximately 90% of Northern San Diego County.

In 2002, Senate Bill 1703 was signed into law consolidating the roles and responsibilities of San Diego Association of Governments (SANDAG) with the transit planning and construction responsibilities of North County Transit District (NCTD) and Metropolitan Transit Development Board (MTDB). The consolidation created one organization with staff responsible for transit planning, engineering, construction, communications, and finance.

NCTD Sprinter Rail System Description

NCTD's Sprinter light rail system consists of 22-miles and operates through the cities of Oceanside, Vista, San Marcos, and Escondido. Sprinter revenue service began on March 9, 2008, there are 15 light rail stations and the average daily ridership is 6,000 – 8,000 per day. The Escondido Transit Center Station and Vista Transit Center Station are the main transfer stations for light rail/bus connections and the Oceanside Transit Center Station provides service connections to Amtrak, Coaster Commuter Train, and NCTD's bus system. Revenue service starts at 4:00am to 9:00pm seven days a week with 30-minute headways.

The Sprinter vehicles manufactured by Siemens AG, Germany are equipped with direct drive diesel powered engine similar to a bus. NCTD's Sprinter System has a total of 12 trains for revenue service.

The Sprinter is dispatched locally by NCTD from the Sprinter Operations Facility located in Escondido, California. The Sprinter is governed by a Centralized Train Control (CTC) signal system for the safe movement of all trains operating on the system including the Burlington Northern Santa Fe (BNSF) which provides freight service on the mainline during the Sprinter's non-revenue service hours.

General Administrative Offices

General Administrative operations and Board functions are conducted at the General Administrative Offices, 810 Mission Avenue, Oceanside.

Railroad Services Management

The Rail Services Management offices are located at the Oceanside Transit Center in a stand alone building in the south end of the Center at 311 Tremont Street.

NCTD Rail Operations Facilities

The Sprinter Operations Facility is located at 1021 W. Washington Street, Escondido. All Sprinter operations are performed at this location.

Sprinter Train Stations

The Sprinter light rail service operates out of fifteen stations. All Stations are owned, maintained and have security provided by NCTD. The stations are as follows: Oceanside Transit Center., Coast Highway Station, Crouch Street Station, El Camino Real Station, Rancho Del Oro Station, College Station, Melrose Station, Vista Transit Center, and Escondido Ave. Station. Buena Creek Station, Palomar Station, San Marcos Civic Center., Cal State University San Marcos, Nordahl Station, Escondido Transit Center. All stations are equipped with a public address system to notify patrons of service changes or other important information and state of the art surveillance systems

Emergency Communications Centers

NCTD has two Emergency Communications Centers. The first center is located at the Oceanside Transit Center, known as Station "O", at 195 Tremont Street. Station "O" is responsible for railroad and bus emergency response dispatching, District emergency notifications, Closed Circuit Television (CCTV) monitoring, train monitoring, VAPAS (Visual Audio Public Address System) messages and Public Announcement (PA) at the Coaster train stations.

The second center is located in Escondido at the Sprinter Operations Facilities located at 1021 W. Washington Street. The center is called Station "E" and is shared with Sprinter train dispatch which is a separate function from the security and emergency dispatching. Station "E" is responsible for Sprinter emergency response dispatching and monitoring of the Sprinter surveillance system. Security administrative offices are located at 311 Tremont Street, Oceanside, CA. The Sheriff Railroad Enforcement Unit is housed in the Sheriff Encinitas Station located at 175 El Camino Real, Encinitas, CA.

4. REVIEW PROCEDURE

Staff conducted the 2009 Review in accordance with Rail Transit Safety Section Procedure No. 4, *Procedure for Performing Triennial Safety & Security Reviews of Rail Transit Systems*. Staff developed nine (9) checklists to evaluate the adequacy of NCTD's Security and Emergency Preparedness Plan and the efficacy of its implementation.

The security evaluation includes the NCTD's security department, programs and processes which have system security functions and responsibilities. The Review is based on Commission and FTA requirements, NCTD's SEPP & SSPP, American Public Transportation Association (APTA) system safety program guidelines, TSA baseline review list, TSA security related documents, Federal Transit Administration (FTA) FTA-TRI-MA-7085-05, FTA Transit Agency Security and Emergency Management Protective Measures Nov. 2006, and the staff's knowledge of the transit system. The nine (9) checklists are listed in Appendix B.

Each checklist identifies the core security-related elements and characteristics that staff reviewed. Each of the checklists also references Commission, NCTD, and other documents that establish the security program requirements. The methods used to perform the review include:

- Discussions and interviews with NCTD's management
- Reviews of rules, procedures, policies, and records
- Interviews with rank and file employees

Immediately following the security review, staff summarized the findings and the preliminary recommendations (if appropriate) with NCTD's Chief of Security. The post-review summary is beneficial for clarifying findings or best-practices and provided NCTD an opportunity to promptly address any necessary security improvements.

5. FINDINGS AND RECOMMENDATIONS (CONFIDENTIAL)

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**APPENDIX A
ACRONYMS LIST**

Abbreviation or Acronym	Definition
BNSF	Burlington North Santa Fe
CAP	Corrective Action Plan
CEO	Chief Executive Officer
CFR	Code of Federal Regulations
Commission	California Public Utilities Commission
CPSD	Consumer Protection and Safety Division
CPUC	California Public Utilities Commission
CSUSM	California State University San Marcos
CTC	Centralized Traffic Control
DHS	Department of Homeland Security
ERP	Emergency Response Plan
FTA	Federal Transit Administration
FBI	Federal Bureau of Investigation
GO	General Order
ICS	Incident Command System
ISA	Internal Safety & Security Audit
LRV	Light Rail Vehicle

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MOU	Memorandum Of Understanding
MTDB	Metropolitan Transit Development Board
NCTD	North County Transit District
NIMS	National Incident Management System
NTI	National Transit Institute
PA	Public Announcement
PC	Penal Code
POST	Peace Officer Standards and Training
RCS	San Diego Regional Communications System
RTCB	Rail Transit and Crossing Branch
RTSS	Rail Transit Safety Section
SANDAG	San Diego Association of Governments
SCADA	Supervisory Control And Data Acquisition
SCIC	Security and Critical Incident Committee
SDCSD	San Diego County Sheriff's Department
SOP	Standard Operating Procedure
SSI	Sensitive Security Information
SEPP	Security and Emergency Preparedness Plan
SSPP	System Safety Program Plan
Staff	California Public Utilities Commission Staff
TSA	Transportation Security Administration
TVA	Threat & Vulnerability Assessment
UDC	Unified Disaster Council

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USDOT

United States Department Of Transportation

VAPAS

Visual Audio Public Address System

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APPENDIX B
NCTD 2009 ANNUAL SECURITY REVIEW CHECKLISTS INDEX
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APPENDIX C
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APPENDIX D
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