

APTA RT-RGC-RP-002-02, Rev. 2

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APTA Rail Transit Grade Crossings Working Group

Rail Transit Grade Crossing Public Education

Abstract: This *Recommended Practice* provides guidelines for developing rail transit grade crossing public safety and trespass prevention education programs.

Keywords: public education, rail grade crossing education, rail trespass prevention, safety

Summary: This document establishes recommended guidelines for establishing or enhancing rail transit grade crossing public safety outreach and education programs that can be applied to encourage the safe behavior of passengers, pedestrians and motorists who come in contact with rail transit systems at grade crossings and along rail transit rights-of-way.

Scope and purpose: For maximum impact and effectiveness, individual rail transit systems are encouraged, to the fullest extent possible, to deliver similar safety messages nationwide, although some adjustments for local circumstances may be unavoidable. The purpose of this *Recommended Practice* is to provide guidance to help rail transit systems reduce the number of collisions, deaths and injuries at grade crossings and along rail transit rights-of-way involving the public by ensuring that passengers, pedestrians and motorists understand the inherent dangers involved in rail transit operations and their own critical role in making safe decisions around tracks and trains.

This document represents a common viewpoint of those parties concerned with its provisions, namely operating/ planning agencies, manufacturers, consultants, engineers and general interest groups. The application of any standards, recommended practices or guidelines contained herein is voluntary. In some cases, federal and/or state regulations govern portions of a transit system's operations. In those cases, the government regulations take precedence over this standard. The North American Transit Service Association and its parent organization APTA recognize that for certain applications, the standards or practices, as implemented by individual agencies, may be either more or less restrictive than those given in this document.

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Participants

The American Public Transportation Association greatly appreciates the contributions of the **[working group name]**, which provided the primary effort in the drafting of this document.

At the time this standard was completed, the working group included the following members:

Matthew Baaccitich, Chair Aderemi Omotayo, Vice Chair Vacant, Secretary

Ed Boni. Interactive Elements Inc. Richard Brown, Transpo Industries Inc. Terry Byrne, VHB Lynda Bybee, LA Metro Rick Campbell, CTC Inc. Mike Choat. Railroad Controls Ltd. Brian Clark, Parsons Brinckerhoff John Cyrus, Oregon DOT Andrew Davis, Energy Absorption Systems Victor Demmons, MARTA Charles Dickerson, New Jersey Transit Gary Ferguson, Oregon DOT Manuel Galdo, Federal Railroad Administration David Genova, Regional Transportation District Susan Gilbert, Interactive Elements Inc. Brian Gilleran. Federal Railroad Administration Dan Guerrero, CTC Inc. Vernon Hartsock, Maryland MTA Zack Hunter, Oregon DOT Michael Hursh, SCVTA John Lech, Jacobs

Justin Lee. TriMet Reginald Mason, MARTA Michael Martino, VTA Michael McArdle, Vanasse Hangen Brustlin John McGrevey, BNC John Mitchell, MBCRC Abraham Mooney, TriMet Jim Morrison, North Carolina DOT Paul O'Brien, independent transportation adviser Brent Ogden, Kimley-Horn Associates Lorraine Pacocha, MBTA Ron Ries, Federal Railroad Administration Mark Robinson, SCVTA Joyce Rose, Operation Lifesaver Paul Schneider, New Jersey DOT John Sharkey, CTC Inc. Deirdre Smith, Jacobs Libby Rector Snipe, Operation Lifesaver Bob Stolle, Oregon DOT Drew Thomas, NCDOT Abdul Zohbi, LA Metro

Consultant

Phil Olekszyk, World Wide Rail Inc.

Project team

Charles Joseph, American Public Transportation Association

Introduction

This introduction is not part of APTA RT-RGC-RP-002-02, Rev. 2, "Rail Transit Grade Crossing Public Education."

APTA rail transit safety standards and recommended practices represent an industry consensus on practices for rail transit systems to help achieve a high level of safety for passengers, employees, and the general public. This document was created by and for those parties concerned with its provisions; namely, rail transit systems (operating agencies), manufacturers, consultants, engineers, and general interest groups. This recommended practice provides guidelines for inspecting and testing rail transit wayside ac power systems.

APTA recommends this practice for:

- Individuals or organizations that inspect, maintain, and/or operate rail transit systems
- Individuals or organizations that contract with others for the inspection, maintenance, and/or operation of rail transit systems
- Individuals or organizations that influence how rail transit systems are inspected, maintained, and/or operated (including but not limited to consultants, designers, and contractors)

The application of any practices or guidelines contained herein is voluntary. In some cases, federal and/or state regulations govern portions of how a rail transit system operates. In such cases, the government regulations override any conflicting practices this document recommends.

According to statistics compiled by the Federal Transit Administration, from 1995 through 1999 between 60 and 105 vehicle/pedestrian/train incidents occurred annually at highway rail grade crossings and on the rightsof-way of heavy and light rail transit systems. The average annual number of fatalities and injuries for the same period was seven fatalities and 101 injuries. Obviously the risk of a fatality or injury to employees, pedestrians, patrons and highway vehicle operators and passengers is significant and rail transit systems have the responsibility to address this issue.

There is a rich history of experience that rail transit systems can draw upon to address this concern. Most if not all commuter rail systems participate in Operation Lifesaver, which is a public education and awareness campaign that originated in 1972 on the Union Pacific Railroad. The 30-year history of this program has contributed to an extraordinary reduction in fatalities and injuries at highway rail grade crossings and it is suggested in this recommended practice that this program be used as a model for light and heavy rail highway rail grade crossing public education programs.

Rail transit systems should take advantage of this existing experience, knowledge and history to the maximum extent possible. They should contact other light and heavy rail systems, commuter rail systems, freight railroads, Operation Lifesaver, Inc., (OLI) and OL state coordinators. Further, rail transit systems employ a system safety program plan and tri-annual safety audits that when integrated with a grade crossing public education program would result in additional safety benefits and a greater likelihood of reduced overall risk to the transit system and the public.

Rail Transit Grade Crossing Public Education

1. Background

According to statistics compiled by the Federal Transit Administration (FTA), from 1995 through 2002, between 77 and 105 vehicle/pedestrian/train incidents occurred annually at highway rail grade crossings and on the rights-of-way of heavy and light rail transit systems. The average annual number of fatalities and injuries for the same period was seven fatalities and 111 injuries. Obviously the risk of a fatality or injury to employees, pedestrians, patrons and highway vehicle operators and passengers is significant, and rail transit systems have the responsibility to address this issue.

There is a rich history of experience that rail transit systems can draw upon to address this concern. Most if not all commuter rail systems participate in Operation Lifesaver (OL), which is a public education and awareness campaign that originated in 1972 on the Union Pacific Railroad. The history of this program has contributed to an extraordinary reduction in fatalities and injuries at highway rail grade crossings, and it is suggested in this *Recommended Practice* that this program be used as a model for light and heavy rail highway rail grade crossing public education programs.

Rail transit systems should take advantage of this existing experience, knowledge, history and wealth of resources to the maximum extent possible. They should contact other light and heavy rail systems, commuter rail systems, freight railroads, Operation Lifesaver Inc. (OLI) and OL state coordinators. Further, rail transit systems should employ a system safety program plan and tri-annual safety audits that, when integrated with a grade crossing public education program, would result in additional safety benefits and a greater likelihood of reduced overall risk to the transit system and the public. See Annex A: Bibliography, and Annex B: Sample Safety Materials.

2. Public education

2.1 Public education programs

Each rail transit system should address highway rail grade crossing and rail passenger/pedestrian issues related to its transit operations. Consideration should be given to promoting partnerships with local municipalities, transit and local police, and trucking and bus companies that operate along the transit right-of-way when addressing public education programs, as well as the state Operation Lifesaver program.

To accomplish a rail transit system highway rail grade crossing public education program, an organizational analysis should be conducted to examine the short- and long-term public outreach and education goals of the organization, as well as the trends that are likely to affect these goals.

Often, this analysis requires that upper-level management examine its expectations concerning the program. The following core elements of a grade crossing public education program should be considered:

• An ongoing, permanent public safety education program. (Many existing programs are under the authority of the rail transit system [RTS] safety office, in close cooperation with the public affairs office.)

- "New-start" education programs that commence at least six months prior to the start of any new service, or a "new startup" designed to encourage the safe behavior of passengers, pedestrians and motorists on and around rail transit operations. If the education audience is large and resources are limited, it may be advisable to begin outreach efforts up to a year prior to the "new start."
- Periodic evaluation to ensure that the intended audience is meeting behavioral objectives.
- Information about the meaning of warning signs and traffic signals related to rail transit operations; the applicability of general traffic and trespass laws; and the consequences of unsafe choices around the rails, including trespassing on rights-of-way.

To set priorities and use resources effectively, each rail transit system should take responsibility for identifying its own high-risk locations, corridors and groups (by age, gender and other demographic information). It is possible that the target locations and groups for public safety outreach and education may vary for passengers, pedestrians and motor vehicle operators. In addition to using locations where collisions, fatalities or injuries have occurred, factors for identifying target audiences might include the following:

- **Passengers:** Determine the demographics of the train riders. Identify the heaviest use locations and times. Identify those locations representing the greatest risk. For example, do large groups of riders work or go to school at a single location on the transit system? Are there particular locations where passenger queuing is a problem?
- **Pedestrians:** Identify high-volume areas of the transit system. Possible sources are operating data and schedules, fare collection data and police reports.
- **Road user motorists:** Determine the type of street and highway traffic and its origin (public and school buses, trucks, emergency vehicles, hazardous materials) crossing the rails. Identify whether your system can partner with other organizations, such as your state's Operation Lifesaver program, to deliver public safety education to these groups. Determine whether your system can provide additional highway rail grade crossing public education information.

2.2 Pedestrian and roadway user plan

Each rail transit system should develop a program plan for its public outreach and education program or newstart program. Such plans should be included in the RTS system safety program plan.

The RTS education plan should describe the responsibilities for developing or selecting training curricula, developing and managing educational materials, and the planning of activities for the next year, based on identified target locations and audiences. Rail transit systems should be prepared to update this plan quarterly.

Based on the activities planned, financial, educational material and personnel resource needs must also be planned and budgeted, so that all necessary resources are available in time to meet the demands of scheduled activities.

It is recommended that system employees be identified and trained as Operation Lifesaver Authorized Volunteers (OLAVs) and that transit agencies maintain an active employee base of OLAVs to make regular safety presentations to the system's service area communities as part of the RTS safety program plan.

3. Public outreach

3.1 Target audience

The audience targeted for education should be determined by assessing the demographics of the pedestrian and highway/street user population encountered by or near the transit operation. Typical target pedestrian subgroups would include transit system passengers; elementary, secondary and higher education students;

local industry employees; shoppers; and tourists. Highway/street user targets would include operators of passenger vehicles; both light and heavy trucks (including hazardous material carriers); city and tourist buses; school buses; and special-purpose vehicles such as ambulances, fire equipment, public utilities vehicles, construction equipment, etc.

It is important to determine the origin of the pedestrian and highway/street traffic so that the education programs can be focused at the source of these individuals and vehicles (e.g., in schools, workplaces, bus terminals or truck depots) as well as provide educational material (billboards, signs) near or en route to the transit operation. It is also important to assess any language requirements of the educational messages if a significant number of target pedestrians and highway/street users' first language may not be English.

Annex B depicts some of the tools to accomplish this task.

3.2 Educational materials

Both Operation Lifesaver and various rail transit systems have developed a wide range of educational materials to accompany their public outreach programs. Existing OL and transit agencies' materials include print brochures and key audience inserts; videos; video modules (including instructor guide, student handbook and test); and public service announcements (PSAs) for television, radio, Internet and print media (billboards, magazines, newspapers, etc.), and social media platforms.

NOTE: Operation Lifesaver (OL) is a nationwide, nonprofit public awareness program dedicated to ending collisions, fatalities and injuries at highway rail grade crossings and on railroad property. Operation Lifesaver Inc. (OLI) is the headquarters office for OL in the United States, located at 1420 King St., Suite 201, Alexandria, VA 22314; phone: 800-537-6224, website: <u>www.oli.org</u>.

With permission, Operation Lifesaver and various rail transit systems may allow agencies to adapt their educational materials to suit local circumstances. Examples of these educational materials are included and referenced in Annex B to this *Recommended Practice*. As new transit safety public outreach materials are developed and approved, they are posted on the Operation Lifesaver website under Public Awareness Materials (<u>http://oli.org/rail-safety/transit-materials</u>). Additional examples of OLI materials also can be reviewed and ordered from authorized OL vendors at <u>www.oli.org</u> under the "OL Store."

Educational materials acquisition should include research to identify which of the above materials can meet public education needs or can be modified and adapted, and/or which need to be developed. A careful assessment should be completed to ensure that educational materials obtained from other sources meet the actual public education needs of the RTS.

Focus-group tests have confirmed that educational programs benefit tremendously from inclusion of sitespecific information. For example, station names or transit system routes, vehicle photos, telephone numbers and contact names may be included but should be checked frequently to ensure accuracy. For optimal impact, educational materials should be illustrated with site-specific pictures of equipment operating in local settings. Also, educational materials may need to address unique site-specific safety concerns such as street running or multiple track operation. The educational materials and messages of all rail transit, freight rail and heavy rail passenger operations and interested transportation safety groups nationwide should always contain a few identical, very basic safety messages every time, such as "See Tracks? Think Train," "Look, Listen and Live" and "Stay Off! Stay Away! Stay Alive!"

Educational needs that cannot be met by existing materials must be addressed by developing new materials. The educational materials development process should commence with a review of the public education needs assessment, a selection of the presentation methodology to meet those needs, such as hard-copy materials,

classroom presentations, video, self-paced instruction and computer-based training. The process should then continue to select and organize the topics that meet the objectives of the public education needs assessment. The next step is to develop the discussion points that support the topics. Appropriate media sources will also have to be identified. This effort should include considerable coordination with state, local and national organizations to ensure that information being developed is consistent with other public safety education efforts.

Under a cooperative agreement with the FTA, Operation Lifesaver distributes grant funds on a competitive basis each year to transit agencies for the development and execution of public safety awareness and education campaigns. All materials developed under this grant program are licensed by OLI and available for use by other RTS agencies, with permission.

The FTA and Operation Lifesaver, with the assistance of two dozen transit agencies and railroads around the country, have developed and focus-group tested a template light rail safety program called "Get Real About Light Rail" that addresses safety concerns common to all light rail systems, while remaining flexible enough to be tailored to individual agencies' needs and operations. The program includes adult- and child-oriented campaign materials in both English and Spanish, including activities, artwork, cartoons, PSAs, fact sheets and FAQs to equip a presenter with a ready-made presentation or, if the presenter chooses, with a few activities or some graphics to solidify his or her own already-developed program. By offering a "turnkey" solution that allows agencies to adopt the program without change, or to pick and choose among its components, the program allows agencies to tailor or develop their own program without incurring the startup costs of development, graphic design, research and testing. The "Get Real About Light Rail" suite of materials is available on the <u>www.oli.org</u> website at <u>http://oli.org/rail-safety/get-real</u>.

It is imperative that public safety outreach and education materials be kept both accurate (so that passengers, pedestrians and road users receive the most useful information possible) and up to date (so that material is as appropriate as possible for the intended audience). Regardless of the source of the educational materials, a collection of the most current version of materials should be kept in a central "library" for quick reference by anyone in your organization. A regular review of the educational content of materials should be scheduled.

3.3 Public education events

Public education must be consistent and ongoing to be effective. The type of public outreach activity selected largely will depend on needs and is dependent on the financial and personnel resources available. Rail transit systems may want to consider using or adapting a range of approaches, based on the following educational programs successfully utilized by OL:

- **Formal education classes:** Course materials that are presented in a classroom situation. These materials must be tailored to meet the needs of the specific audience.
- **Computer-based training:** Materials that are self-paced or available online for schools and other educational needs.
- In-house events: Regularly sponsored in-house events that stress using the system safely. Information may be disseminated on billboards or signboard displays in rail cars and on platforms, in educational videos played in stations, and/or by handing out educational materials and other promotional items (pens, bookmarks, keychains, notepads, etc.) at stations.
- **State and local programs:** Working through the state programs that use OL-authorized volunteers from various sources (rail transit, police, education, etc.) that support one another's public education efforts, especially when mutual needs can be met by a combined effort.
- **Coalition events:** Various groups with an interest in improving overall community safety share responsibility for long-term educational outreach. In addition to sharing the resource load with one another, rail transit systems and other OL partners also benefit from the authorized volunteer training

of community leaders such as teachers, health care workers, law enforcement, etc. These new authorized volunteers become a permanent rail safety resource for their communities.

- **Special events:** Implementation of programs such as "Officer on a Train" events, where law enforcement personnel have an opportunity to ride in the cab and see problem areas from the operator's perspective. Other special events include "Santa Trains" and "Easter Trains," during which passengers may receive safety presentations and other information.
- Celebrity spokespeople: Solicitation of local celebrities to promote grade crossing safety.

It is important that rail transit systems coordinate public education activities with other organizations that already may be planning educational activities addressing key groups. Through coordinated planning and pooling of limited financial and personnel resources, unnecessary duplication of effort can be avoided and a larger audience can be reached, to the benefit of both a community and a transit organization.

3.4 Presenter preparation

Developing a cadre of presenters and adequately preparing them to deliver the public safety outreach and education program is critical to that program's success. A source of presenters may be found within the transit agency's own employees (which should be encouraged as an essential source of presenters), from other transportation providers and public sector organizations, as well as from community volunteers who have an interest in public safety. At a minimum, individuals who deliver the outreach and education program need to understand the audience for whom the information is intended. Basic information should include rail safety generally and information about the local rail operation specifically in a format that is appropriate for each particular audience, in order to effectively present and to answer audience questions.

Operation Lifesaver provides an excellent online classroom that instructs OLAVs in how to use OL materials. Operation Lifesaver state coordinators provide additional support and resources for OLAVs, and OL provides a mechanism for reporting events and presentations, as well as helping to keep track of statistics on number of presentations, types of audiences, number of people reached and special events. The application and online classroom can be completed easily in an hour, making it convenient for anyone who will be presenting to the public. OLAVs have access to a variety of resources not available to the general public. The online authorized volunteer education link is http://oli.org/training/volunteer-for-oli.

3.5 Evaluation and follow-up

In order to evaluate and improve the impact of public safety outreach and education programs, rail transit systems should keep a complete record of their outreach efforts. The evaluation process should center around two procedures: establishing measures of success and using testing or observation to verify the transfer of knowledge. The evaluation should consider the effectiveness of both education efforts and educational materials in meeting learning objectives. Using the Operation Lifesaver reporting system can make keeping records easy.

Definitions

rail transit system (RTS): The organization or portion of an organization that operates rail transit service and related activities. Also called *operating agency, operating authority, transit agency, transit authority, transit system.*

Abbreviations and acronyms

ΑΡΤΑ	American Public Transportation Association
FAQ	frequently asked questions
FTA	Federal Transit Administration
NATSA	North American Transit Services Association
OL	Operation Lifesaver
OLAV	Operation Lifesaver Authorized Volunteer
OLI	Operation Lifesaver Inc.
PSA	public service announcement
RTS	rail transit system

Summary of document changes

- Document formatted to the new APTA recommended practice format.
- Sections to reflect APTA recommended practice format added to Content Index.
- Introduction, first paragraph, updated FTA accidents statistics to 2002 from 1999.
- Minor technical edits were made to the Introduction section.
- Section 2.1, Public education program third paragraph, new-start education program commencement period changed from 60 days to six months.
- Minor technical edits were made to the Public Education and Public Outreach sections.
- Public education related to trespassers was eliminated from this recommended practice because consensus was that this was a security issue rather than an education topic.
- Working group membership updated.
- Annex B: Sample safety materials were updated to depict recent transit agency materials developed over the past few years.

Document history

Document Version	Working Group Vote	Public Comment/ Technical Oversight	Rail CEO Approval	Policy & Planning Approval	Publish Date
First published	February 2002	_	June 3, 2002	June 8, 2002	June 8, 2002
First revision	—	—	—	—	Dec. 8, 2005
Second revision	Sept. 2, 2015	April 1, 2016	Nov. 21, 2016	Dec. 30, 2016	Jan. 31, 2017

Appendix A (informative): Bibliography

- 1. <u>http://www.apta.com</u>. American Public Transportation Association. Provides information on public transportation issues.
- 2. <u>http://www.oli.org</u>. Offers information on Operation Lifesaver, its mission, state programs, structure, volunteer opportunities, partners, safety brochures, approved vendors of safety materials, etc.
- <u>http://www.fta.dot.gov</u>. Federal Transit Administration. Provides information on current grade crossing technology demonstration projects as well as information on a variety of grade crossing issues. This site also provides access to the FTA Safety Management Information Statistics Annual Reports, which contain information on collisions, deaths and injuries related to light and heavy rail operations.
- 4. <u>http://www.fra.dot.gov</u>. Federal Railway Administration. Provides information on collisions, deaths and injuries related to freight rail and heavy rail passenger operations.
- 5. <u>http://www.fhwa.dot.gov</u>. Federal Highway Administration. Publishes the "Manual of Uniform Traffic Control Devices." Section 8 provides guidelines and standards for signs and signal equipment used at highway rail grade crossings.
- 6. <u>http://www.oli-lightrail.org</u>. Developed jointly by the Federal Transit Administration and Operation Lifesaver, this light rail safety program is available to any transit agency that signs a licensing agreement and is fully customizable to meet the agency's needs. Materials can be obtained online or directly from Operation Lifesaver, free of charge.

Appendix B (informative): Sample safety materials from the FTA/Operation Lifesaver light rail safety program

This annex contains samples of the following materials:

- Operation Lifesaver "See Tracks? Think Train!" materials for transit agencies (message: antidistraction/platform safety)
- Operation Lifesaver's safety video PSA
- Massachusetts Bay Transportation Authority's "Eyes Up, Phone Down" social media video campaign
- Portland TriMet station posters ad campaign, "Be Alert, Be Safe"
- Washington, D.C., streetcar safety campaign
- Caltrain safety brochure
- Kids Scoop News

Operation Lifesaver "See Tracks? Think Train!" materials

Operation Lifesaver's "See Tracks? Think Train!" materials for transit agencies share a message of antidistraction and platform safety.



Operation Lifesaver "See Tracks? Think Train!" materials

OLI's "See Tracks? Think Train!" campaign materials can be modified to feature RTS agencies' rolling stock. For example, Sacramento Regional Transit District modified the crossing safety posters from OLI's campaign to feature its light rail cars.



Operation Lifesaver's safety video PSA

What do smart commuters know about rail safety? Rail safety nonprofit Operation Lifesaver's animated video for light and commuter rail passengers, "What Smart Commuters Know" (length 3:50), prepares commuters to use rail transit systems safely, every day. <u>http://oli.org/video/view/what-smart-commuters-know</u>

What Smart Commuters Know



Partnership projects (utilizing FTA funding)

Massachusetts Bay Transportation Authority's "Eyes Up, Phone Down" social media video campaign

MBTA partnered with Massachusetts OL on a 60-second safety video about distractions around Boston's Green Line light rail/trolley system. <u>https://www.youtube.com/watch?v=bhWlhCvXJC4</u>



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Portland TriMet station posters ad campaign, "Be Alert, Be Safe"

These public outreach messages were used as station and train bulkhead posters, indoor advertising, and through social media marketing. The campaign details the dangers of distraction when walking around rail transit systems.





Streetcar safety campaign

The D.C. Department of Transportation developed educational curricula for grades K-12 in preparation for new-start streetcar service in Washington, D.C.



Caltrain safety brochure

Caltrain in San Mateo County, California, developed a full safety brochure for use in rail safety presentations in the system's service area. <u>https://s3.amazonaws.com/download.oli.org/Caltrain_OperationLifeSaver-Brochure-OLI_FINAL.pdf</u>

Caltrain also created visor cards citing California highway safety code to encourage more aggressive enforcement of crossing safety and anti-trespassing laws around the railroad.

PENAL CODE SECTIONS

219.2 PC Throwing objects at a train.

241.3 PC Assault against transit personnel or passengers.

243.3 Battery against transit personnel or passengers. 369i PC Trespass on railroad or rail transit property and delays system.

555 PC Trespass on posted railroad property.

587 a PC Tampering with safety equipment (air brakes and power connections).

587 (b) Placing objects on the railroad tracks.

602.8 (a) PC Trespass on posted railroad property.

640 (b) (2) PC Disturbing others by loud or unreasonable noise.

640 (b) (3) PC Smoke in or on facility system.

640 (b) (4) PC Spitting on system.

640 (b) (5) PC Skateboarding, rollerblading, or bicycling on system.

640 (b) (7) PC Possession of hazardous substances on system.

640 (c) (1) PC Evade fare.

640 (c) (2) PC Misuse fare media.

640 (d) (1) PC Disturbing others. Boisterous and unruly conduct on system.

640 (d) (3) PC Urinating or defecating on the system. 640 (d) (4) PC Blocking free movement of another on system.

647 (e) PC Lodging without permission on system.



San Mateo County Sherriff's Office Transit Police Bureau

1250 San Carlos. Ave. San Carlos, CA 94070-1306 Tel: 650.622.8049

4/14-5000/isb/E

California

SYSTEM ENFORCEMENT CODES

for Railroads and Public Transit

CIVIL CODE SECTIONS

2188 Civil Code Ejection authorized for violation of system rules. (Train crew's authority)

PUBLIC UTILITIES CODE SECTIONS

7656 PUC Passenger not displaying fare media on request may be ejected. (Train crew's authority)

VEHICLE CODE SECTIONS

21113 (a) CVC Parking permit violations for transit police enforcement. (This section also grants authority for enforcement of all CVC violations on Transit System properties and Parking Lots.)

21461 (a) CVC Failure to obey signs or signals. 21461.5 CVC Pedestrian failure to obey official signs or signals.

21752 (c) CVC Passing another vehicle within 100 feet of a railroad grade crossing.

22451 (a) (1) CVC Vehicle/pedestrian ignoring warning lights or sounds and proceeding through a railroad crossing.

22451 (b) CVC Vehicle/pedestrian going under or around a closed railroad crossing gate or arm.

22521 CVC Parking within 7 1/2 feet of a railroad track.

22526 (c) CVC Vehicle stopping on the railroad grade crossing.

4/14-5000/jsb/F

Kids Scoop News

The Sonoma Marin Area Rail Transit agency is working to prepare the local community for the coming of the new rail transit service by reaching out to schools along the system alignment. The Kids Scoop News is published twice a year and distributed to all public schools within a half mile of the new rail system's right-of-way.

