

Security and Emergency Preparedness in the Transportation Planning Process

The San Diego Association of Governments

final report

prepared for

Federal Highway Administration

prepared by

Cambridge Systematics, Inc.

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date

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Executive Summary

The San Diego Association of Governments (SANDAG) region covers 18 incorporated cities as well as the County of San Diego. In 2003, SANDAG consolidated all the original roles and responsibilities of the organization with planning functions of the Metropolitan Transit Development Board and the North San Diego County Transit Development Board. SANDAG is no longer a voluntary association, but rather a statutorily created agency.

SANDAG was focused on security long before events of September 11, 2001, because of the international border with Mexico. The Consul General of Mexico is on SANDAG's Board of Directors. Representatives from the U.S. Department of Defense, the San Diego Port Authority, and Imperial County are also Advisory Members of the Board. The longstanding relationship between Mexico and U.S. government agencies has set the stage for modern homeland security activities.

SANDAG is not directly involved in planning for natural disasters. This is typically done at the state and county level. SANDAG has, however, taken several recent steps to incorporate safety and security planning into the regional planning process, including:

- Formation of the Public Safety Committee;
- Incorporation of security language and criteria into the Regional Comprehensive Plan and the Overall Work Plan;
- Incorporation of security concerns in the Borders Committee;
- Integration of Traffic Management Centers across regional borders, in cooperation with Federal intelligence agencies;
- Preparation of a Transit Emergency Planning Manual; and
- Preparation for the hosting of an Emergency Transportation Operations Preparedness and Response Workshop.

There are some important lessons learned from the SANDAG experience that may be useful to other Metropolitan Planning Organizations (MPOs) and Councils of Government (COGs):

1. Having a standing committee that focuses on homeland security and emergency preparedness better enables an MPO/COG to direct long-range planning.
2. Existing ITS investments in the region, including local traffic management centers, represent a strategic resource for coordinated regionwide incident response in emergency situations that affect the entire region.
3. Interoperable communications among transportation agencies and first responders positions the region to respond more effectively in a crisis.

4. Sponsoring workshops, forums, and training activities enables all in the region to be more security conscious and better prepared.
5. The MPO/COG can develop planning tools that help regional transportation players, including elected officials, develop their own manuals and plans.
6. Working together to understand each other's needs and capabilities enables both transportation and emergency management personnel to play complementary roles during an emergency.
7. Technology applications, such as smart cards, are effective in improving border security while facilitating the movement of people and goods.
8. Representatives from the private sector (e.g. trucking) can make valuable contributions in regional forums and opportunities for dialogue. These activities permit their concerns to be addressed in conjunction with public sector initiatives.
9. The MPO/COG can work with the "champions" or leaders of homeland security initiatives in the region, and provide support to those visionaries via funding, policy, hosting/facilitating group meetings, and related activities.

1.0 Introduction – Transportation Planning in a New Context: Security and Emergency Preparedness in the Post-9/11 World

1.1 PURPOSE OF STUDY

Planning agencies at all levels have become more security conscious. Practical demonstrations integrating security issues into Federal, state, and local planning organizations, procedures, and products are needed to advance institutional capabilities. In addition, information resources that support comparative analyses are needed to improve the collective understanding of the planning profession.

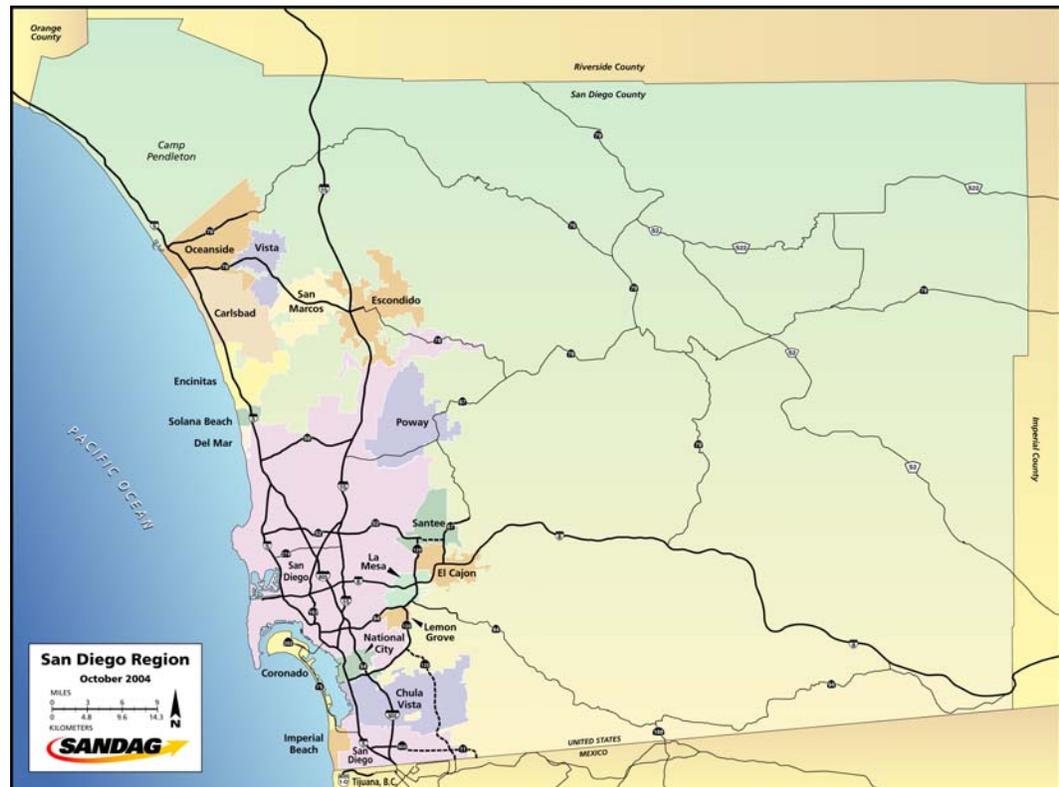
For the purposes of this report, security planning includes activities and products developed in response to identified criminal threats to high-value, vulnerable elements of the transportation system. Preparedness planning includes activities and products developed in response to the threat of environmental hazards and natural occurrences. Some of the activities that can be characterized as contributing to the integration of security and emergency preparedness into the transportation planning process include chartering committees and organizations; establishing liaisons or otherwise designating planning staff resources; establishing project categories and program funding; conducting vulnerability and threat assessments; and developing and exercising plans. This report is intended to:

- Improve national awareness of how state and local agencies are integrating security and preparedness issues into their planning processes and organizations;
- Identify transportation planning agencies who are leaders in the integration of security and preparedness issues into their planning processes and organizations; and
- Facilitate technology transfer by documenting leading experiences and lessons learned.

1.2 THE SANDAG REGION

The San Diego Association of Governments (SANDAG) region covers the following 18 incorporated cities as well as the County of San Diego:

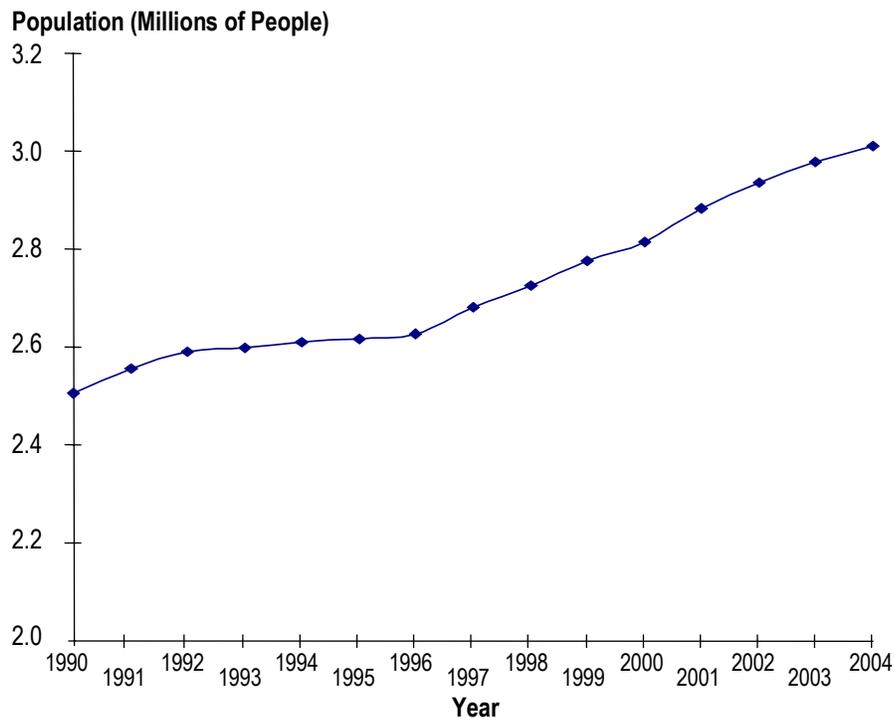
- City of Carlsbad
- City of Chula Vista
- City of Coronado
- City of Del Mar
- City of El Cajon
- City of Encinitas
- City of Escondido
- City of Imperial Beach
- City of La Mesa
- City of Lemon Grove
- City of National City
- City of Oceanside
- City of Poway
- City of San Diego
- City of San Marcos
- City of Santee
- City of Solana Beach
- City of Vista
- County of San Diego



Source: SANDAG.

Figure 1.1 SANDAG Region

At the beginning of 2004, the San Diego region had a total population greater than three million people, an increase of more than 200,000 people (7.2 percent) over the 2000 Census. The region comprises more than 2.7 million acres of land (more than 4,200 square miles) – almost the size of the State of Connecticut. About 55 percent of the total land area is not available for public development, including public lands, dedicated parks and open space, and land constrained for environmental reasons. Another five percent is dedicated to military use. There are 18 Indian reservations in the region, more than any other county in the nation, totaling almost 130,000 acres.



Source: San Diego Regional Economic and Demographic Data Set.

Figure 1.2 San Diego Region Population Growth

There are more than 8,500 miles of roads in the region, which cover more than 85,000 acres of land. Maritime transportation at the local ports plays an important role in the region's transportation system as well. The region also possesses an extensive system of private, commercial, and military airports.

For many years, San Diego's economic development was largely based upon the military defense industry and related manufacturing. However, in the last 15 years, San Diego has diversified its economy to include significant telecommunications and biotechnology industries while maintaining a thriving tourist industry. San Diego's location has allowed it to rely heavily on the large labor force available in Mexico while Tijuana's economy has benefited from employment opportunities in San Diego. The close economic ties between the two areas are

easily demonstrated through the movement of people and goods across the international border and by economic activity along the border.

SANDAG was focused on security long before events of September 11, 2001, because of the international border with Mexico. The Consul General of Mexico is on SANDAG's Board of Directors. Representatives from the U.S. Department of Defense, the San Diego Port Authority, and Imperial County are also Advisory Members of the Board. The longstanding relationship between Mexico and U.S. government agencies has set the stage for modern homeland security activities.

The San Diego region is the largest metropolitan area along the U.S.-Mexico border and is home to three U.S.-Mexico border crossings, including the San Ysidro-Puerta Mexico port of entry, which is the busiest border crossing in the world. Of the thousands of people that cross the border daily, around 40,000 people are "commuters" – people that have their families in Baja California and traverse the border every day to work in the U.S. Approximately 44 percent of people crossing the border are American citizens. The Otay Mesa-Mesa de Otay port of entry is one of the busiest commercial crossings on the U.S.-Mexico border and there is also a third port of entry in Tecate. All three crossings support the economy and growing population of the San Diego/Tijuana-Tecate-Rosarito region. As a result, the region has had a longstanding commitment to national security, even prior to the terrorist attacks on September 11, 2001. The economies on both sides of the border are becoming increasingly dependent upon the efficient movement of people and goods through the region, and therefore a balance must be struck between tight security and access.

Another significant presence in the region, the U.S. military is tightly woven into the social and economic fabric of the San Diego region. U.S. Marine Corps has 121 command groups based in the region, employing more than 50,000 active duty military personnel and about 4,500 civilians. The major Marine bases are the Marine Corps Base Camp Pendleton, Marine Corps Air Station Miramar, and Marine Corps Recruit Depot. The Navy also has a large presence in the region, employing 55,000 active duty military personnel and 19,000 civilians. The principal Navy bases in the San Diego region are the Naval Base Coronado, the Naval Station San Diego, the Naval Regional Medical Center, the Naval Submarine Base, the Space and Naval Warfare Systems Command, and the Naval Weapons Station Fallbrook. Locally based nuclear aircraft carriers include the USS John C. Stennis, USS Nimitz, and the USS Ronald Reagan – all home ported at North Island Naval Air Station.

Additionally, the San Diego region, like all of California, is routinely subjected to catastrophic events such as earthquakes and wildfires. In fact, the serious wildfires of the 1970s challenged California firefighters to develop what ultimately became known as the Incident Command System (ICS). At that time, municipal, county, state, and Federal fire authorities collaborated to address recurring problems, including:

- Non-standard terminology among responding agencies;
- Lack of capability to expand and contract as required by the situation;
- Non-standard and non-integrated communication;
- Lack of consolidated action plans; and
- Lack of designated facilities.

The result became the original ICS model for effective incident management. By applying a common organizational structure and key management principles in a standardized way, ICS has evolved into an all-risk system appropriate to all types of emergencies.

SANDAG is not directly involved in planning for natural disasters. This is typically done at the state and county level. The County operates an Office of Emergency Preparedness, which serves as a clearinghouse for major incidents and events such as earthquakes, hazardous materials, wildfires, etc. SANDAG has, however, taken several recent steps to incorporate safety and security planning into the regional planning process. This includes:

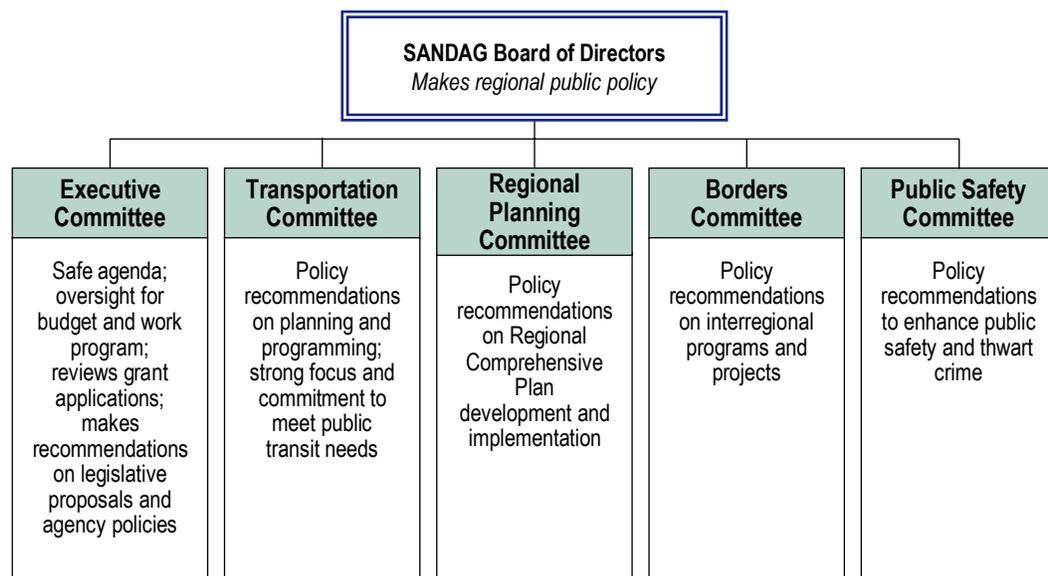
- Formation of a fifth policy advisory committee, the Public Safety Committee, and the inclusion of ARJIS under its purview (described below);
- Incorporation of language and criteria into the Regional Comprehensive Plan (RCP) and the Overall Work Plan (OWP);
- Incorporation of security concerns in the Borders Committee;
- Integration of Traffic Management Centers (TMCs) across regional borders, in cooperation with Federal intelligence agencies;
- Preparation of Transit Emergency Planning Manual; and
- Preparation for the hosting of an Emergency Transportation Operations Preparedness and Response Workshop.

1.3 ORGANIZATIONAL CHARACTERISTICS

SANDAG is both the Metropolitan Planning Organization (MPO) and the Council of Governments (COG) for the County of San Diego. It serves as the public forum for decision-making on regional issues including growth, transportation, land use, the economy, the environment, and public safety. A Board of Directors, the body responsible for establishing all of the agency's policies and programs, governs SANDAG. The Directors are elected officials from each of the San Diego region's 18 incorporated cities and the county government. Supplementing these voting members are advisory representatives from Imperial County, the U.S. Department of Defense, California Department of Transportation (Caltrans), San Diego Unified Port District, Metropolitan Transit Development Board, North San Diego County Transit Development Board, San Diego County

Water Authority, and Baja California/Mexico. SANDAG is the only agency of its type to have a foreign government representative on its Advisory Board.

In 2003, SANDAG consolidated all the original roles and responsibilities of the organization with planning functions of the Metropolitan Transit Development Board and the North San Diego County Transit Development Board. SANDAG is no longer a voluntary association, but rather a statutorily created agency. When these functions were merged, SANDAG governance was restructured. Along with restructuring the full SANDAG Board, four primary committees were established from the original 50 or more: an Executive Committee, a Transportation Committee, a Regional Planning Committee, and a Borders Committee. A fifth committee focusing on public safety was initiated the following year. All five of these committees address activities that affect the SANDAG region and, in some cases, portions beyond the region's borders. SANDAG's new committee structure is provided in Figure 1.3.



Source: FY 2005 Overall Work Program, SANDAG, June 25, 2004.

Figure 1.3 SANDAG Organization Chart

- **Executive Committee** - Sets the monthly SANDAG agenda; reviews grant applications; reviews legislative proposals; prepares the overall Work Program and Budget; and provides direction in preparing items for Board consideration.
- **Transportation Committee** - Advises the SANDAG Board of Directors on policy-level matters related to transportation, assists in the preparation of the Regional Transportation Plan (RTP) and other regional transportation planning and programming efforts; and provides oversight for the major highway, transit, regional arterial, and regional bikeway projects funded under the Regional Transportation Improvement Plan (RTIP).

- **Regional Planning Committee** - Provides oversight for the preparation and implementation of the RCP, which is based on the local general plans and regional plans; and addresses interregional issues with surrounding counties and Mexico.
- **Borders Committee** - Provides oversight for planning activities that affect the borders of the San Diego region (Orange, Riverside, and Imperial counties, tribal governments and the Republic of Mexico); prepares and implements the SANDAG Binational Planning and Interregional Planning Programs; and advises the SANDAG Board of Directors on major interregional planning policy-level matters.
- **Public Safety Committee** - Advises the SANDAG Board of Directors on major policy-level matters related to public safety and security. Composed of both elected officials and public safety representatives, the goals of the group include improving the quality of life in the region by promoting public safety and justice through collaboration, information sharing, effective technology, and objective monitoring and assessment. The committee was created to oversee the criminal justice clearinghouse for data collection, and to conduct grant-driven research. They meet once a month and are planning a retreat in the fall to further develop their mission statement and goals, which will include homeland security. The policy directions and strategies to enhance public safety and security have not yet been developed.

Many subcommittees and ad hoc working groups support these five primary committees. Of particular interest to this study are the Committee on Binational Regional Opportunities (COBRO) and the Chiefs and Sheriffs Management Committee.

COBRO is a regional binational working group focused on teamwork and information sharing. They advise the Borders Committee concerning both short- and long-term binational related activities, issues, and actions; provide recommendations regarding binational border-related planning and development; and identify ways to assist and coordinate with existing efforts in the binational area. This standing committee is appointed by the Board of Directors and consists of representatives of academia, business, community organizations, and government from both the United States and Mexico.

During the reorganization, SANDAG reached agreement to combine efforts with the Automated Regional Justice Information System (ARJIS) and consolidate operations under SANDAG. ARJIS (www.arjis.org) is a criminal justice enterprise network utilized by 50 local, state, and Federal agencies in the San Diego region. It contains data on the region's crime cases, traffic accidents, photographs, and more. SANDAG oversees ARJIS and other criminal justice research efforts through the Chiefs and Sheriffs Management Committee, which in turn supports the Public Safety Committee. Members of the Chiefs and Sheriffs Management Committee are the Chiefs of Police, Sheriff, or Public Safety CEO of

agencies that have voting rights on the Public Safety Committee, and can include advisory members as needed.

The agency's new multifocus approach facilitates consideration of transportation, border, and criminal justice issues in the regional planning process. This restructuring revitalized SANDAG and has resulted in refreshed overall perspectives and new approaches that consider contemporary issues such as homeland security.

1.4 ROLES AND RESPONSIBILITIES

SANDAG is sponsoring and participating in a number of initiatives related to security and emergency response. They are developing a Transit Emergency Planning Manual, administer the Southern California Transportation Systems Management (TSM) Network, and are organizing a first responder workshop.

- **Transit Emergency Planning Manual and Emergency Preparedness Drills** – The Federal Transit Administration (FTA) funded Caltrans to hold two emergency preparedness drills, with SANDAG as the local partner. SANDAG submitted the grant application and the activities are being held under their umbrella. The Manual will essentially be a compilation of lessons learned, adding a new chapter as each distinct drill is completed and evaluated. Each drill covers a different scenario, such as terrorist bombings, hijackings, and toxic gases. Drills will continue with a different scenario every six months. The many participants in these exercises are the same first responders who cover incidents on both transit and the roadways. The drills therefore reinforce interagency relationships and enhance collaboration and coordination beyond response to transit incidents. The State remains interested in the activity and may supplement the funding to create a template that is usable statewide.
- **TSM Network** – San Diego County and six other Southern California counties were collectively designated by Congress as a national intelligent transportation systems (ITS) demonstration corridor. SANDAG administers the project on behalf of the 22 participating agencies to build a Southern California TSM Network. The project provides the communications and software services needed to link local and regional TMCs in the SANDAG and the Southern California Association of Governments (SCAG) regions so they can work together cooperatively. The network facilitates regional incident management, traveler information, and emergency management.

Naval intelligence and the Federal Bureau of Investigations (FBI) are working with the agencies to integrate TMCs across regional borders as well. Although not directly involved in the operations or management of the network, such Federal agencies could potentially patch into the system during an emergency. For example, a vehicle traveling from San Diego could be tracked all the way to Los Angeles. The TSM Network partners are working

with the Federal agencies to define their respective roles in this communication network. If successful, this system could be a working model for how Federal homeland security agencies communicate and collaborate with local transportation and public safety agencies.

- **Emergency Transportation Operations Preparedness and Response Workshop** - The Federal Highway Administration (FHWA) and the Department of Homeland Security (DHS) are sponsoring Caltrans, who is again using SANDAG as the local partner, to conduct a major multiday exercise and workshop for first responders in the region. This workshop is intended to assess the San Diego region's ability to respond to potential terrorist threats and catastrophic events, and to recover critical transportation functions. Participants will work together to develop responses to a realistic terrorist scenario in a two-day tabletop exercise.

This workshop was conducted in March 2004 in Los Angeles. The San Diego region is using a template from Los Angeles and preparing their own workshop for October 2004. They are aiming for participation by 60 agency heads, who will be involved in a multiday workshop on emergency response activities. This is seen primarily as a management-level forum, where participants will focus on high-level planning and integration of emergency preparedness activity. This grew, in part, out of the extensive incident management activities in the region. This workshop will provide information about the roles of surface transportation systems in responding to catastrophic events, including potential terrorist attacks. It will also help local transportation and emergency response officials to improve approaches to response and recovery of critical transportation functions. Invited participants include senior operations managers from San Diego area transportation, public works, police, fire, emergency medical services, state and Federal emergency management, public health, hospital, National Guard, and other relevant emergency response organizations. Among the groups that will be involved in this activity are the longshoremens, who are looking to create a certification program with City College and the Coast Guard, for security and hazardous materials (HAZMAT) handling.

SANDAG has actively reached out to include the appropriate stakeholders in each of the above activities. Participants include senior operations managers from area transportation, public works, police, fire, emergency medical services, state and Federal emergency management, public health, hospital, military, National Guard, FBI, and other relevant Federal, state, and local agencies and organizations. Consistent efforts have been made to engage stakeholders at all levels and incorporate each of their views into the planning process. To date, the transit manual is the best example of this effort.

2.0 Impetus for Focus on Security and Emergency Preparedness in the Planning Program

As noted earlier, SANDAG was focused on security long before events of September 11, 2001, because of the international border with Mexico. This experience, and the cooperative atmosphere developed among regional and binational agencies, has paid off in a variety of ways. When all U.S. flights were grounded on September 11, 2001, Tijuana Airport worked closely with the United States and allowed several of the flights scheduled to arrive in Southern California to land there.

Following September 11, 2001, COBRO began to press the issue of homeland security to the Borders Committee. The Borders Committee encompasses not only the Mexican border, but also the county borders (Orange, Riverside and Imperial Counties), and borders with Indian reservation territory. The most significant border impact is with Mexico, where the economic and social impact of border closings or extended waits is considerable. As such, the real issue is not just how to tighten security, but rather how to balance the need for national security and the impact of extended wait times upon the binational economy. The incorporation of border and security considerations in the RTP stems in part from the adverse consequences of border closings and increases in waiting times. Tight border security is not perceived as a negative; however, the resulting long queue of vehicles, pedestrians, and bicycles creates its own security concern. Every summer COBRO offers a conference/workshop on significant and timely issues. The topic of the 2003 annual summer event was Homeland Security. In a departure from the usual venue, the conference in 2003 was held at the border, to highlight the importance of balancing security considerations with mobility requirements.

One of the impacts of increased waiting time at the border has been an increase in the use of bikes and motorcycles, in addition to a significant increase in people walking across the border. SENTRI (Secure Electronic Network for Travelers Rapid Inspection), sponsored by the Immigration and Naturalization Service (INS - now the Bureau of Customs and Border Protection of the Department of Homeland Security), is a program designed to expedite crossings for commuters that allows for pre-registered crossings with a car transponder and personal identification cards. (Since this program was initiated, the INS has been absorbed into the U.S. Department of Homeland Security; SENTRI is now the responsibility of the U.S. Citizenship and Naturalization Service of DHS.) Pre-certifying people and using technology advances SANDAG's promotion of strategies that improve security at the border while facilitating the movement of

people and goods. Since 9/11, the number of SENTRI members has gone from 6,000 (at program start in 1995) to 54,000.

When SANDAG recently reorganized its committee structure, the new Public Safety Committee was tasked with oversight of ARJIS and homeland security issues. The intertwining of transportation, border, and criminal justice entities reinforces relationships in the security and emergency preparedness planning process and ensures consideration of mutual concerns. This restructuring empowered SANDAG and revitalized interagency collaboration in the region.

During times of heightened homeland security, this region is aware that it may be at greater risk than other areas of the country. That risk exists because the San Diego region hosts one of the nation's greatest concentrations of uniformed military personnel, military installations, and facilities, as well as a number of cluster industries that directly support the nation's defense needs. These include companies engaged in manufacturing or assembling aircraft, ships, and armaments such as cruise missiles. The RCP states that San Diego County ranks first in the nation in Defense Department wages and salaries (\$4.3 billion), and third in defense procurement contract awards (\$4.7 billion).

2.1 HOW THE ORGANIZATION CHANGED

To accommodate the heightened homeland security focus in the region, SANDAG has also reallocated staff to serve on safety- and security-related working groups within the organization. SANDAG reached out to include new stakeholders. Leadership from law enforcement is now more involved with the agency's planning activities. SANDAG has also encouraged the private sector to get involved. The agency is helping to facilitate activities on behalf of the longshoreman and trucking industries, who are working on a certification program with City College that trains truckers and longshoreman to recognize and respond to suspicious activities.

The transit sector received particular attention early on because safety and personal security has long been a focus on the San Diego Trolley system. The key players already have a good working relationship that served as a natural platform to take on the development and coordination of homeland security activities. The completion of the Transit Emergency Response Training Manual is an example of this success.

The region's border with Mexico has a well-established and longstanding focus on homeland security. Working groups such as COBRO have been in place prior to SANDAG's reorganization and already included the appropriate multiagency and private-sector players from both sides of the border to address new homeland security issues. Meetings of these committees have been and will continue to be a natural place to discuss and address homeland security at the U.S.-Mexico border.

2.2 HOW THE PLANNING DOCUMENTS CHANGED

The RCP for the San Diego Region was adopted and published in July 2004. Security is discussed extensively, particularly with regard to international borders. Now that the specific references are incorporated into the Plan, the agency is working on how to implement and realize those goals and objectives. The RCP specifies their homeland security goals, policy objectives, and recommended actions as follows:

Goal:

Keep the region secure while protecting the quality of life in the greater border region.

Policy Objectives:

1. *Ensure protection of residents, infrastructure, and resource delivery systems within our greater border region.*
2. *Balance the implementation of homeland security measures with efficient cross-border and interregional travel and economic prosperity.*

Planning, Design, and Coordination:

1. *Implement strategies to coordinate homeland security measures with all governments within the greater border region.*
2. *Encourage the implementation of security measures while enabling the growth of a prosperous economy within the greater border region.*
3. *Establish a meaningful mechanism for local input regarding homeland security measures affecting this region.*
4. *Support measures to encourage users of border crossings to register and participate in ports of entry programs that facilitate identification of people and efficient movement of goods to ensure national security at the borders and beyond.*

Program and Project Development and Implementation:

1. *Develop adaptive strategies to address potential impacts from security measures.*
2. *Increase the use of technology at the ports of entry.*

Funding:

Pursue funding opportunities with partners in Imperial County and Mexico to encourage a comprehensive approach to Homeland Security that supports economic prosperity while respecting public safety in the Californias.

Security & Emergency Planning has also been included in the OWP. The most recent document contains a description of SANDAG's work program on a project-by-project basis for fiscal year 2005. Security and emergency planning are mentioned numerous times, most notably as the first of five Planning

Emphasis Areas (PEAs). The FTA and the FHWA identify PEAs annually to promote priority themes for consideration. SANDAG's OWP states:

Safety and Security in the Transportation Planning Process

The San Diego region is part of a much larger international community, with its neighbors south of the U.S.-Mexico Border and its continental neighbors to the north and east. The importance of these relationships and their impacts upon the safety and security of the regional transportation system is addressed in the Overall Work Program.

Included in the adopted 2030 Regional Transportation Plan are a series of evaluation criteria used to develop alternative networks for the RTP, including safety measures to reduce the severity and frequency of accidents on major highways and arterial roadways. These networks are evaluated against as many as four different land use scenarios and three alternative funding assumptions using a comprehensive set of system performance measures. The evaluation criteria also are used to prioritize major project segments to formulate the required Revenue Constrained RTP.

Quantitative and qualitative criteria are used to select projects for funding through the Regional Transportation Improvement Program. The formulized evaluation and ranking process encourages project proponents to address existing safety issues in the development of project designs.

There are a number of jobs in this OWP that are designed to enhance safety and security, such as the Freeway Service Patrol (work element 60003) and the Regional Intermodal Transportation System Management (TSM) Network (work element 50004), that seek to coordinate all modes and mitigate incidents that impede traffic flow.

In addition to the ongoing planning work associated with the development of the RTP, there is a specific work element to address issues associated with the San Diego-Baja California border. The Economy and Security at the International Border work element (30034) formulates coordinated proposals for borders inspections that balance the need for national security and the impact of extended wait times upon the binational economy. These proposals are developed in cooperation with local, state, Federal, and private interests on both sides of the international border.

Security will be featured prominently in the next long-range transportation plan. SANDAG, like other MPOs, is required by Federal law to update their long-range plan at least once every three years and it must cover a planning period of at least 20 years. In 2003, SANDAG released a 2030 plan. The next update is planned for March 2007. The Regional Transportation Improvement Program (RTIP) is a multi-year program of major surface transportation projects for the San Diego region and is updated every two years. The 2002 RTIP covers the period from FY 2003 to FY 2007. The 2004 RTIP covers the period from FY 2005 to FY 2009 and is expected to be adopted by the state in the fall of 2004.

2.3 FEEDBACK ON NEW ACTIVITIES

The post-9/11 emphasis on homeland security and emergency preparedness is still relatively new. There is not much feedback yet; however, stakeholders continue to demonstrate a high level of interest, commitment, and good participation in SANDAG's activities.

Some feedback has implied that emergency preparedness activities have become duplicative. The same people (emergency responders, public safety representatives, etc.) have attended the same emergency preparedness forums and exercises, whether transit, highway, or other. This is both a strength and a weakness, as emergency responders around the country recognize that frequent practice is critical to success.

Another observation is an inherent cultural difference between the emergency responder side and the planning side. For example, law enforcement personnel are accustomed to taking quick action whereas planners are accustomed to convening for long discussions to resolve issues. One of SANDAG's challenges is to strike a balance between these two working styles to keep both parties engaged and interested in working together.

2.4 SANDAG'S FUTURE INVOLVEMENT

SANDAG expects to provide an ongoing forum for effective interagency collaboration. They will continue to reach out to stakeholders throughout the region and encourage their continual communication and participation. SANDAG is also committed to providing policy and funding support for safety and security activities.

Although SANDAG's role as facilitator is not expected to change, they concede that they are limited by resource availability. Although highly motivated, the presence or absence of Federal or state mandates and funding will drive the extent of the service they can provide.

3.0 Leadership Commitment and Material Support for Security and Emergency Preparedness

Like most planning organizations, senior management support has been driven by the events of September 11, 2001. The leadership commitment is very strong both within and outside the organization, including key players such as public safety agencies. Thus far, they have been able to set aside a portion of their existing funding sources to address new homeland security and emergency preparedness activities, and they have received one-time funding resources from the FHWA to conduct the Emergency Transportation Operations Preparedness and Response Workshop and from the FTA to conduct the transit drills and training manual. They have not received any dedicated funding specifically for ongoing security and emergency preparedness activities at this point.

4.0 Outcomes

4.1 ACHIEVEMENTS AND RECOGNITION

As has been outlined in the previous pages, several activities represent real achievements for SANDAG in realm of security and emergency preparedness planning:

- The development of the TSM network;
- Investigating designated truckways and vehicle tracking to prevent incidents; and
- The preparation of Transit Emergency Planning Manual.

Although not originally designed for responding to homeland security threats, the incident management program has been well received and can be adapted to emergency preparedness.

4.2 BARRIERS AND THEIR RESOLUTION

All the interviewees agreed that the single largest barrier is the number of players – locally, regionally, and nationally – involved in security and emergency preparedness. It was suggested that perhaps there are too many players at all levels. Both locally and Federally, there are multiple agencies with involvement and ownership of the security agenda. SANDAG wants to play a meaningful role in this arena, but is still looking for guidance on what that role should be, even as they pursue all the activities that have been described in the case study.

Another barrier to effective participation in the security arena is in the differing cultures of the key participants. Law enforcement officials and elected officials have very different mindsets. Additionally, they also both represent powerful interests with whom the MPOs must contend in securing a place at the security table and in the resource allocation game. Overall at SANDAG, the commitment and issues are there, but resources are needed for effective participation.

A final obstacle worth mentioning is the regional communication system, which impedes interagency collaboration. SANDAG invited a Capital Wireless Integrated Network (CapWIN) representative to visit, and talk about regional communications systems. CapWIN is a partnership between Maryland, Virginia, and the District of Columbia to develop an integrated transportation and criminal justice information wireless network. This unique project will integrate transportation and public safety data and voice communication systems in two states and the District of Columbia, and will be the first multistate transportation and public safety integrated wireless network in the United States.

4.3 SUCCESSFUL STRATEGIES

The role of the MPO is to collaborate with first responders and bring them together to better manage transportation systems. These efforts will simultaneously support security objectives. SANDAG is the best interagency, intermodal, and binational facilitator in the region. Rather than challenging the champions or leaders of any specific initiative in the region, SANDAG works with those leaders and provides support via their strong network of committees, hosting/facilitating group meetings, funding, and other mechanisms.

Some of the most successful strategies pursued are those in which the representative agencies collaborate. The FHWA/Caltrans/SANDAG sponsorship of the upcoming workshop is a good example of where Federal funding can be funneled through the state, and then to the regional level. In the region, SANDAG knows the most about bringing effective and appropriate regional resources together.

Another success is SANDAG's facilitation of the two activities for longshoremen and truckers, where a certification is available for handling HAZMAT with the City College. The course, sponsored by the U.S. Coast Guard and the American Trucking Associations (ATA) also trains truckers on the road to watch for suspicious activities.

5.0 Conclusions: Lessons Learned

There are some clear lessons to be learned from the experience at SANDAG:

1. Having a standing committee that focuses on homeland security and emergency preparedness better enables an MPO/COG to direct long-range planning. Bringing law enforcement and public safety agencies to the table facilitates a dialogue between the transportation providers in the region and their security counterparts.
2. Existing ITS investments in the region, including local traffic management centers, represent a strategic resource for coordinated regionwide incident response in emergency situations that affect the entire region.
3. Interoperable communications among transportation agencies and first responders positions the region to respond more effectively in a crisis.
4. Sponsoring workshops, forums, and training activities enables all in the region to be more security conscious and better prepared.
5. The MPO/COG can develop planning tools that help regional transportation players, including elected officials, develop their own manuals and plans.
6. Working together to understand each other's needs and capabilities enables both transportation and emergency management personnel to play complementary roles during an emergency.
7. Technology applications, such as smart cards, are effective in improving border security while facilitating the movement of people and goods.
8. Representatives from the private sector (e.g. trucking) can make valuable contributions in regional forums and opportunities for dialogue. These activities permit their concerns to be addressed in conjunction with public sector initiatives.
9. The MPO/COG can work with the "champions" or leaders of homeland security initiatives in the region, and provide support to those visionaries via funding, policy, hosting/facilitating group meetings, and related activities.

6.0 References

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