

**Report to the United States Congress
Strategic Service and Security Proposal**

For Amtrak Service in Vancouver BC

During (and Possibly After) the 2010 Winter Olympic Games

Amtrak Cascades at Crescent Beach



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Purpose

This report is submitted to Congress in compliance with provisions of Section 406 of the Passenger Rail Investment and Improvement Act of 2008. These provisions require Amtrak to:

1. Develop a strategic plan to facilitate expanded passenger rail service across the international border between the United States and Canada during the 2010 Olympic Games on the Amtrak passenger rail route between Vancouver, British Columbia, Canada, and Eugene, Oregon (commonly known as “Amtrak Cascades”);
2. Develop recommendations for the Department of Homeland Security to process efficiently rail passengers traveling on Amtrak *Cascades* across the international border during the 2010 Olympic Games; and
3. Submit to Congress a report containing the strategic plan described in paragraph 1 and the recommendations described in Paragraph 2.

This report is due to Congress on October 16, 2009.

Approach

In preparing this report, Amtrak relied upon the results of previous studies and also obtained the input of other organizations.

The strategic plan for train service is based upon a modification to the service inaugurated in August 2009 in partnership with the Washington State Department of Transportation. Amtrak is prepared to operate this service either through the period of the Olympics or on a permanent basis if funding continues to be available and potential obstacles are removed.

In preparing recommendations for the Department of Homeland Security, Amtrak sought advice, input and draft reviews from the Transportation Security Administration (TSA), U.S. Customs and Border Protection (USCBP), and the Canada Border Services Agency (CBSA), in addition to local and Amtrak police. This phase was concluded with a joint meeting in Blaine, WA, for a review of the draft of proposed recommendations. All above agencies participated as well as staff members from the offices of Senators Maria Cantwell and Patty Murray and Representative Rick Larsen.

The following report incorporates the results of these efforts.

Executive Summary

Expanded service

Amtrak recommends that the two round trips per day now operated between Seattle, WA, and Vancouver, BC, be slightly modified for the period of the 2010 Olympic and Paralympic Games. The schedule change would be effective on or about February 1, 2010 and revert to the normal pattern on or about March 31, 2010 (if the second round trip continues) giving those who wish to tour Canada before the Games or stay beyond them more benefit from this service. Specifically Amtrak recommends during the period of the Games altering the existing schedule of the southbound afternoon train to a 7:45 PM departure, two hours later than normal. This would allow visitors to stay for the completion of more events.

As of mid-August, Amtrak *Cascades* International service includes one daily round trip operating between Seattle, WA, and Vancouver, B.C. in the morning and returning from Vancouver, B.C. to Seattle, WA, in the early evening. It also includes a second round trip originating in Portland, OR in the afternoon and terminating in Vancouver later the same night, then returning from Vancouver to Portland early the following morning. Both trains make stops in both directions at intermediate stations.

Prior to the inauguration of the second service in August, other options considered for Olympics service expansion included:

- Three round trips to and from Vancouver spaced throughout the day, and
- Two or three morning northbound and evening southbound trains “fleeted” to and from Vancouver for more passenger capacity.

Midday trains, however, would have little appeal to travelers attending the Games since the trains would arrive and depart in the midst of the very activities in which everyone will be interested. Market analysis did not indicate enough demand for more capacity in the morning and evening time periods. In addition, the service now operated with the schedule modification can be operated with present resources. The other optional services would require one or two more train sets. Also, additional border security infrastructure at Pacific Central Station in Vancouver can be avoided if no more than one Amtrak train is in the station at any one time as recommended here. The secure fenced area will hold only one train. The optional services would have two or three trains there at some times. If three round trips were spaced throughout the day, the arrival of some trains would overlap the departure of others. If two or three trains were “fleeted” to and from Vancouver, all would be there at the same time. This would require rebuilding and expanding the fenced enclosure, and perhaps subdividing it, so that sequential trains could be worked individually in parallel.

Recognizing the interest of the State of Washington and the market potential for regular twice daily service, Amtrak could operate the proposed service permanently after the Games are concluded provided funding remains available and continued customs and immigration services are provided by the Canadian Border Services Agency without

cost to Amtrak or WSDOT. In that event, Amtrak would return the evening southbound departure back to the current 5:45 PM following completion of the Games.

Security Recommendations

The U.S. Department of Transportation has designated Eugene, OR - Vancouver, BC as one of ten High Speed Rail Corridors in the United States. With an overall length of 464 miles and a significant number of major on-line population centers, it is ideally suited for development. While the entire corridor is eligible for federal investment, this report addresses only the portion between Seattle, WA, and Vancouver, BC. Amtrak believes that funding for security infrastructure improvements could be made available by the U.S. Congress perhaps because of its High Speed Corridor designation.

Although there is considerable potential for a rail passenger market, the present Amtrak *Cascades* service is not time-competitive with alternate modes. Map Quest estimates automobile driving time at 3:05. Amtrak thruway buses cover the route in 3:30. Flying time is 48 minutes plus inspections and access time to and from airports. The existing trains, however, take 3:55 northbound and 4:20 southbound for the 155 mile Seattle – Vancouver portion of the overall corridor.

The incremental implementation of high-speed corridor service requires taking trip time out of schedules and eliminating delays. This can be accomplished, for example, by track realignments that reduce curvature or signal improvements to permit faster speeds. Another trip time reduction improvement possibility unique to this corridor would be conducting combined pre-clearance inspections of U.S. bound passengers at the Vancouver Pacific Central Station. Combined inspections would eliminate the current customs stop at the border and thus eliminate 15 minutes of daily delay typically experienced by trains entering the United States. Market studies show that time-standing-still is a major irritant to rail passengers.

To facilitate this improvement, Amtrak offers the following conclusions and recommendations to the U.S. Congress and the Department of Homeland Security.

1. The current combined customs and immigration process northbound into Canada requires no change other than facility improvements at Vancouver Pacific Central Station already under development and addressed later in this report. All these processes are performed by the Canadian Border Services Agency at Vancouver Pacific Central Station.
2. The current process for southbound trains to the U.S. results in delay to rail passengers. It is comprised of two-step USCBP immigration clearance at Vancouver followed by USCBP customs clearance at Blaine, WA. Amtrak recommends that this practice change to combined immigration and customs pre-clearance in Vancouver. This change could be made upon completion of physical facility improvements and authorization of additional staff required by USCBP for the added scope of work. This change would reduce the trip time of southbound trains by at least 15 minutes.

3. Amtrak recommends that Congress provide \$526,500 in funding for facility improvements at the jointly-controlled and used Immigrations and Customs space in Vancouver's Pacific Central Station as identified in this report and/or as requested by the Department of Homeland Security and U.S. Customs and Border Protection.
4. Amtrak recommends that the U.S. Congress provide funding for the additional USCBP personnel needed to perform these combined and expanded duties at Pacific Central Station as specified by USCBP and the Department of Homeland Security.
5. Amtrak recommends that the U.S. Congress request the Department of State to ask that the Government of Canada consider amending the Canadian Pre-Clearance Act of June 17, 1999 to extend the protections of this Act currently covering USCBP officers performing pre-clearance activities at certain airports to selected rail and sea ports as well.
6. Amtrak noted that it has no current process to match a traveler's passport name with the name used on the rail ticket. It therefore recommends instituting a name match (cross reference) of immigration documentation during the ticketing process to ensure the same name appears on the Amtrak ticket.

Part 1 - Strategic Plan for Expanded Seattle – Vancouver Service

Background

Amtrak began operation of the Seattle – Vancouver service as one of the first additions to its original national system network on July 17, 1972. Due largely to poor on-time performance caused by customs and immigration related delay, the service was discontinued in 1981. Subsequent to discontinuance, the United States Department of Transportation in 1992 designated the Pacific Northwest Rail Corridor (Vancouver, BC – Eugene, OR) as one of the (then) five high-speed rail corridors in the country.

In May 1995, Amtrak and the Washington State Department of Transportation (WSDOT) reintroduced rail service between Seattle, WA, and Vancouver, BC. Unique to this Amtrak cross border service, the majority of inspection activities in both directions now take place in Pacific Central Station in Vancouver, BC. The Agency currently performing inspection activities at the border is USCBP. Initially this inspection was performed by the U.S. Customs Agency and was conducted on-board enroute between Blaine, WA and Bellingham, WA. U.S. Customs officers then returned to Blaine, WA, via automobile. Subsequent to September 11, 2001, the agency required Amtrak to stop at the border at Blaine, WA in order for it to perform this inspection. The related delay is approximately 15 minutes.

In September 1999, Amtrak and WSDOT began operation of an additional Seattle, WA - Bellingham, WA service. Connecting bus service between Bellingham and Vancouver was operated until May 31, 2001 but was discontinued due to poor ridership. Other Thruway Bus Service continues to operate in similar time periods between Seattle and Vancouver but does not connect with trains at Bellingham.

In early 2008, WSDOT asked Amtrak to extend the Bellingham, WA, train service to Vancouver, BC. Amtrak prepared plans and financial estimates to implement the service. It hired and trained the required additional staff and was fully prepared for inauguration in mid-August 2008. Due to a requirement by the Canadian Border Services Agency for a payment of \$1500.00 per day to process passengers from the second train, however, the service was not implemented. That cost would have added more than \$500,000 per year to the projected operating deficit. The State of Washington was not able to pay that added cost. That impasse has now been resolved through March 2010.

Ridership on the entire Cascades Corridor service was 94,000 in Fiscal Year 1993 and increased to more than 774,000 in Fiscal Year 2008. Included in that was ridership to and from Vancouver of more than 66,000 in Fiscal Year 2008.

Cascades Corridor

The Pacific Northwest Cascades Corridor as designated by the U.S. Department of Transportation extends 464 miles from Vancouver, B.C. to Eugene, OR. Fourteen

intermediate communities are served daily by as many as five trains operated in each direction. One of these trains is Amtrak's *Coast Starlight* which travels between Seattle and Los Angeles. The largest intermediate cities served are Seattle, WA, and Portland, OR. Other stations served are: Albany, OR, Salem, OR, Oregon City, OR, Vancouver, WA, Kelso, WA, Centralia, WA, Olympia, WA, Tacoma, WA, Tukwila, WA, Edmonds, WA, Everett, WA, Mt. Vernon, WA, and Bellingham, WA. Service to Stanwood, WA, will begin in the fall of 2009.

While the general route is an excellent candidate for development into a high-speed corridor, sections of the current right of way are not configured for speed. Much of the railroad between Seattle, WA, and Vancouver, BC, was built on a "shelf" carved out of a mountainside adjacent to Puget Sound. Consequently, the railroad follows the profile of the shoreline where the mountains meet the water resulting in almost continual curvature. The route is also characterized by several movable bridges (i.e., drawbridges) with severe speed restrictions. Transit through the Vancouver Metropolitan Area and into Pacific Central Station is slow.

Most of the route, however, is characterized by beautiful scenery. Even if consistent true high-speed service cannot be achieved in the near future, the online population, tourist attractions, scenic views, greater frequency of service and reliable moderate trip time improvement would probably improve commercial viability.

Future incremental right of way development might take the form of speed increases perhaps on dedicated segments of passenger high speed track where the right of way would be tangent. It could also include replacement of movable bridges with high level fixed spans not requiring speed restrictions. Significant new investment would be essential.

Train Schedules – Current, Proposed Olympics, and Potential Long Term

Beginning in early August, service between Seattle and Vancouver now includes two daily round trips through March 2010. The first is the long standing daylight round trip that departs Seattle at 7:40 AM and arrives in Vancouver at 11:35 AM. This train makes intermediate stops at Edmonds, Everett, Mount Vernon and Bellingham. Service to Stanwood will be added in the fall of 2009. The return service departs Vancouver at 5:45 PM and arrives in Seattle at 10:05 PM, making the same intermediate stops. The second round trip, initiated in early August, departs Portland at 2:50 PM, Seattle at 6:50 PM and arrives in Vancouver at 10:45 PM. It departs Vancouver at 6:40 AM with arrivals at Seattle and Portland at 11:00 AM and 2:55 PM respectively. The current timetable follows.

Vancouver BC – Seattle, WA – Portland, OR
DAILY SCHEDULES

Effective August 2009

	TRAIN	TRAIN	TRAIN	TRAIN			TRAIN	TRAIN	TRAIN	TRAIN
	501	513	507	517			506	516	508	510
	DAILY	DAILY	DAILY	DAILY			DAILY	DAILY	DAILY	DAILY
DP		6:40 A		5:45 P	VANCOUVER, BC	AR		10:45 P		11:35 A
		8:35 A		7:40 P	BELLINGHAM, WA			8:53 P		9:44 A
		9:05 A		8:12 P	MOUNT VERNON			8:24 P		9:13 A
		9:57 A		8:54 P	EVERETT			7:42 P		8:31 A
		10:22 A		9:19 P	EDMONDS			7:17 P		8:07 A
AR		11:00 A		10:05 P	SEATTLE	DP		6:50 P		7:40 A
DP	7:30 A	11:25 A	2:20 P		SEATTLE	AR	3:55 P	6:20 P	9:45 P	
	7:45 A	11:40 A	2:35 P		TUKWILA		3:11 P	5:46 P	9:11 P	
	8:15 A	12:10 P	3:05 P		TACOMA		2:41 P	5:16 P	8:41 P	
	8:54 A	12:49 P	3:44 P		OLYMPIA-LACEY		2:03 P	4:38 P	8:03 P	
	9:16 A	1:08 P	4:03 P		CENTRALIA		1:42 P	4:17 P	7:42 P	
	9:54 A	1:49 P	4:44 P		KELSO-LONGVIEW		1:03 P	3:38 P	7:03 P	
	10:29 A	2:24 P	5:19 P		VANCOUVER, WA		12:30 P	3:05 P	6:30 P	
AR	11:00 A	2:55 P	5:50 P		PORTLAND, OR	DP	12:15 P	2:50 P	6:15 P	

Footnote: Trains 513 and 517 depart Vancouver, BC 15 minutes after the published times to ensure adequate inspection times.

During the period of the Olympics, beginning in early February 1 and concluding in late March, Amtrak recommends making only one change to this schedule. That revision would be to move the departure of evening southbound Train 517 to depart Vancouver two hours later at 7:45 PM instead of 5:45 PM. The later departure would allow passengers to attend Olympic events later than would be possible if the current schedule continued to operate. The proposed detailed Olympics Service Timetable follows.

DAILY SCHEDULES

Effective During 2010 Olympic and Paralympic Games

	TRAIN	TRAIN	TRAIN	TRAIN			TRAIN	TRAIN	TRAIN	TRAIN
	501	513	507	517			506	516	508	510
	DAILY	DAILY	DAILY	DAILY			DAILY	DAILY	DAILY	DAILY
DP		6:40 A		7:45 P	VANCOUVER, BC	AR		10:45 P		11:35 A
		8:35 A		9:40 P	BELLINGHAM, WA			8:53 P		9:44 A
		9:05 A		10:12 P	MOUNT VERNON			8:24 P		9:13 A
		9:57 A		10:54 P	EVERETT			7:42 P		8:31 A
		10:22 A		11:19 P	EDMONDS			7:17 P		8:07 A
AR		11:00 A		12:05 A	SEATTLE	DP		6:50 P		7:40 A
DP	7:30 A	11:25 A	2:20 P		SEATTLE	AR	3:55 P	6:20 P	9:45 P	
	7:45 A	11:40 A	2:35 P		TUKWILA		3:11 P	5:46 P	9:11 P	
	8:15 A	12:10 P	3:05 P		TACOMA		2:41 P	5:16 P	8:41 P	
	8:54 A	12:49 P	3:44 P		OLYMPIA-LACEY		2:03 P	4:38 P	8:03 P	
	9:16 A	1:08 P	4:03 P		CENTRALIA		1:42 P	4:17 P	7:42 P	
	9:54 A	1:49 P	4:44 P		KELSO-LONGVIEW		1:03 P	3:38 P	7:03 P	
	10:29 A	2:24 P	5:19 P		VANCOUVER, WA		12:30 P	3:05 P	6:30 P	
AR	11:00 A	2:55 P	5:50 P		PORTLAND, OR	DP	12:15 P	2:50 P	6:15 P	

Footnote: Trains 513 and 517 depart Vancouver, BC 15 minutes after the published times to ensure adequate inspection times.

Finally, if the trial service to be operated through March 2010 proves to be successful and the Canadian Border Services Agency agrees to continue the services that it will provide during the trial period on a permanent basis, the timetable will revert to the one being operated as of now. Market studies have shown that ridership and revenue would be significantly better on an annual basis if these trains operate in these normal time slots rather than Olympic time slots except during the period of the Games.

Equipment utilization and maintenance

In 1999, Amtrak and WSDOT purchased four Talgo custom built tilt trains. In 2003, WSDOT purchased another set bringing the Amtrak and WSDOT total to five. Ordinarily these five train sets are used to operate the entire Amtrak *Cascades* Corridor service between Eugene OR and Vancouver BC. One set is typically deployed on the daily daylight round trip of Train 510 and Train 517 between Seattle and Vancouver.

The other four sets cover all other services and ordinarily operate on a four day cycle of consecutive trains before repeating the pattern. This pattern includes the other round trip to and from Vancouver with the late evening arrival from and early morning departure to Seattle and Portland.

All car maintenance other than simple turnaround servicing and daily inspection is done in Seattle by the train manufacturer, Talgo, using Amtrak's skilled workforce. All equipment must periodically cycle in and out of the Seattle maintenance facility for more significant levels of maintenance. Talgo's procedures address all maintenance requirements in rotation so that no train set is out of service except during overhaul.

Recently, due to such an ongoing overhaul program, the Vancouver trains were operated with *Superliner* equipment including a locomotive, baggage coach, diner-lounge and coach. The recently added service to and from Vancouver did not require any additional equipment. Its former Bellingham turnaround point was merely moved to Vancouver. Related cleaning and minor maintenance work performed at Bellingham overnight was likewise moved to Vancouver to be performed during the layover.

Ridership and Revenue

Ridership and revenue forecasts prepared for Amtrak indicate that the second daily round trip, if operated on a year-round basis, will add 60,000 riders and \$2,300,000 in revenue compared to current service. A further increment of 10,000 riders and \$380,000 in revenue are expected during the period of the Olympics due to the temporarily revised schedule to accommodate those attending the events. The complete ridership and revenue forecast is included as Appendix A.

Forecasted financial results – Olympics and Annualized Normal Service

As shown in the table below, either service operated just during the period of the Olympics or year-round service (in a typical year), if added incrementally to the existing *Cascades Corridor* service, would substantially increase revenue and recover about two-thirds of related operating expenses from fare box revenues. Service during the Olympics would bring in \$400,000 in additional revenue and incur operating costs of approximately \$600,000 and have a resulting deficit of \$200,000. Annual service in a normal time period would bring in added revenues of \$2.3 million, incur expenses of \$3.3 million and have a resulting loss of about \$1.0 million.

An important distinction between these two time periods is that police and security costs would be higher during the Olympics due to the added cost of redeploying staff from other locations to address a potentially higher threat level. In particular this would include travel and away from home expenses of meals and hotels.

Summary of Financial Results

	Olympic Period	Annual
Riders	10,000	60,000
Revenue	\$0.4 million	\$2.3 million
Direct and Shared Costs		
Transportation	\$0.1 million	\$0.7 million
On-Board Service	\$0.1 million	\$0.8 million
Maintenance of Equipment	\$0.1 million	\$0.4 million
Stations	\$0.1 million	\$0.7 million
RSO, Marketing & Sales	\$0.1 million	\$0.3 million
Police/Environmental and Safety	\$73,000 ⁽¹⁾	\$16,000
Other	\$50,000	\$0.3 million
Total Direct and Shared Costs	\$0.6 million	\$3.3 million
Net Impact	-\$0.2 million	-\$1.0 million

1. Olympic estimate includes \$70,000 for travel and lodging for security team.
2. The complete P&L is included as Appendix B.

Capital Investments

In addition to the initial purchase of train sets by Amtrak and WSDOT, capital investments have been made (primarily funded by WSDOT) to the infrastructure between Vancouver BC and Edmonds, WA. A brief summary is shown below:

Stations: Vancouver, BC - Facility security improvements were completed for the reintroduction of rail service in May 1995. These improvements allow for the inspection of passengers at the Pacific Central Station by Canadian Customs and Immigration agencies as well as by the USCBP immigration personnel.

Bellingham, WA – A renovated station located in Fairhaven section was opened in 1995.

Mt Vernon, WA – The former facility located at College Street was abandoned and replaced by the newly constructed Skagit Transportation Center in 2004.

Everett, WA – The former station at Bond Street was abandoned and replaced by the newly constructed Everett Station in 2002.

Stanwood, WA – Service will begin at a newly constructed station during the fall of 2009

Investments have also been made in the BNSF right of way between Vancouver, BC, and Edmonds, WA, to increase capacity and advance the state of good repair. These improvements include the lengthening of passing sidings along this single track rail line at Mt. Vernon, WA, and Colebrook, BC. In addition, improved rail was installed in the vicinity of Chuckanut, WA.

Continued permanent service

Amtrak is prepared to operate two round trips per day to and from Vancouver, BC, on a permanent basis following the Olympic and Paralympics Games. For this to be realized, the Canadian government will need to find the service during the trial period through March 2010 to be worth continued CBSA support at no cost to Amtrak or WSDOT. Similarly, WSDOT will need to provide continued financial support as it has consistently done for many years for the entire Amtrak *Cascades* service. It would be helpful for Amtrak to know those respective government decisions one month prior to March 31, 2010 since planned employee utilization and job postings will hinge on whether the second round trip will continue beyond that date.

Part 2 - Security Recommendations to the Department of Homeland Security

Methodology

To prepare a recommendation for more efficient processing of rail passengers traveling across the international border during the 2010 Olympics (and perhaps thereafter), Amtrak representatives from the Amtrak Police and Security Department and Amtrak's Pacific Division conducted an on-site survey and a series of discussions with U.S. and Canadian officials in May. A follow up conference took place in Blaine, WA, on June 3, 2009. Amtrak representatives discussed potential approaches for modifying the current process with the Canada Border Services Agency, the U.S. Transportation Security Administration, and United States Customs and Border Protection. The concerns of those agencies are reflected in this recommendation.

Customs and Immigration Processes Northbound into Vancouver, Canada

Documentation Check by Amtrak Employees:

An Amtrak Operations Supervisor assisted by a Conductor examines the documentation of passengers traveling across the border prior to boarding northbound trains. Amtrak Conductors have also been trained to perform documentation checks alone in the absence of an Operations Supervisor.

When a ticket is presented prior to boarding, the Operations Supervisor requires the passenger to identify the type of documentation he/she will use for international travel. Acceptable documentation is defined as documentation that is Western Hemisphere Travel Initiative (WHTI) compliant. The Western Hemisphere Travel Initiative requires a passport, passport card or an enhanced driver's license for adults to enter the United States. A certified copy of a birth certificate and government issued photo identification is no longer sufficient for adults traveling to the United States. While WHTI compliance is not currently a requirement for Canadian entry, it is for U.S. re-entry. Accordingly, a northbound check for WHTI compliance is necessary. In this process, the Operations Supervisor (or conductor) checks the country of origin against the list issued by the Canadian government for non-entry or visa requirements.¹ The Operations Supervisor has reference copies of what the documentation should look like, and what is required.

Documents are checked carefully to verify that they are:

- Genuine and unaltered
- Valid (not expired)
- Being used by the rightful holder (the photograph and personal details are those of the person in front of the Amtrak employee.)

Amtrak Operations Supervisors use specific steps to examine ID (including passport and visa). These steps include checking for authenticity and matching the biographical

¹ http://www.cbp.gov/xp/cgov/travel/vacation/ready_set_go/land_travel/

data and photo to the person presenting the documentation. All documents are examined in the presence of the holder. Passenger names on Amtrak tickets should match the names appearing on WHTI-compliant documentation. Such linkage will facilitate passenger review by Canadian and U.S. authorities, and will bring Amtrak into compliance with other modes of travel.

Minor children are subject to the following requirements:

U.S. and Canadian children under the age of 16 will still be able to present the original or a copy of their birth certificates or other proof of citizenship such as a naturalization certificate or citizenship card.

Groups of U.S. and Canadian children ages 16 through 18 traveling with a school or religious group, social organization, or sports team, will be able to enter under adult supervision with original or copies of their birth certificates or other proof of U.S. citizenship.

If any question arises about proper documentation, Amtrak's Operations Supervisor contacts Canadian or U.S. agencies regarding country of origin and allowable travel. All Operations Supervisors carry a copy of Canada's "Guide for Transporters" that outlines the specific obligation Amtrak has for transporting passengers into Canada.

Passenger Information Transmittal Process:

The United States and Canada both require advance manifests for rail passengers entering their territories in order to screen for non-admissible persons. Amtrak uses two methods to transmit passenger manifest information – Fax and Arrow command. (Arrow is Amtrak's reservation system.)

Amtrak set up the Arrow command in response to a USCBP request for a document they can manipulate in either a spreadsheet or data base format. The Arrow command is only accessible for U.S. agencies since the request was from them. Amtrak sends manifest information to Canadian authorities by fax only.

Amtrak sends the information to both U.S. and Canadian authorities to numbers provided by respective US and Canadian agencies. For Trains 510 and 517, the Seattle Crew Base sends daily passenger information at the following times:

- 6:45 AM - via fax to CBSA and USCBP-provided fax numbers.
- 7:00 – 8:00 AM - using the Arrow commands to USCBP only.
- 9:45 – 10:00 AM - via fax. This is sent after train 510 departs Bellingham and is the only information transmittal that is subject to a time change if the train is delayed.
- For Trains 516 and 513, Amtrak, CBSA, and USCBP have a separate schedule for transmittal.

Each transmittal uses the latest updated passenger and crew information from Arrow and may be different from the previous transmittal. Each crew member assigned to the

train is listed under an individual and permanent reservation that appears on the manifest. Information for crew is equivalent to that required by CBSA and USCBP for passengers.

The fax transmittals include:

- General Declaration (GenDec)
- Crew Lists
- Projected daily passenger counts one week in advance. (Sent on Sunday and Thursday to help CBSA and USCBP determine required staffing levels.)
- Border Crossing Name List that is an Arrow Command. This includes full name last/first; Passenger Name Record (PNR); fare class; date of birth; citizenship; gender; and form of ID that will be used to cross the border (for example, BC = Birth Certificate, PP = Passport, PR = Legal Permanent Resident Card, MO = Military Orders); Yes/No field that shows whether the document number for the ID they have said they will be using is included in their PNR.

The facsimile transmitted documents are stapled and stored for one year.

All parties should be prepared to adopt other means of passenger information transmittal, as technological advances permit.

Customs Declarations and Canadian Immigration

The Amtrak Operations Supervisor distributes customs declaration forms prior to arrival at Vancouver, BC. Upon disembarking in Vancouver, passengers remain in a restricted admittance area where Canada Border Services Agency officers perform Canadian immigration and customs duties. Individuals requiring additional processing move to an adjoining space allocated within this secured area. Passengers with checked baggage reclaim their items train-side, and bring them into the immigration and customs inspection area.

The following photographs show the outdoor fenced restricted waiting area (left photo) that precedes entry into the primary processing location shown on the right.



Amtrak Train Consist Security at Vancouver

Following the station stop in Bellingham, WA, Amtrak *Cascades* trains, make no intermediate stops until arriving at final destination, Vancouver's Pacific Central Station. This station also hosts VIA Rail Canada intercity trains, intercity and local buses, and Amtrak's *Thruway* buses. The Vancouver station track reserved for Amtrak *Cascades* use is the station's southernmost, and is physically separated and isolated from other tracks and access roads by a chain link security fence. This fence has a gate that is closed behind the arriving train after it stops to begin passenger disembarkation. This fenced and gated area is designed to contain passengers prior to CBSA processing and to prevent unauthorized access to the equipment during its layover. It also prevents the passing of documents and contraband from the gated track area to the open non-gated area. All servicing is performed while the train is enclosed within the isolation area; Amtrak *Cascades* are normally push-pull Talgo, which simplifies endpoint servicing. Non push-pull Superliner equipment is substituted when Talgo equipment is not available. The following two photographs show the fenced and gates area where the *Cascades* trains arrive and depart. Both photos are shown facing the station.



Northbound Recommendations

Amtrak finds that the current processes for entry into Canada require no significant changes other than physical improvements to the Vancouver facility already under development. These are addressed later (see Required Security Site Improvements). Amtrak should, however, review its ticketing procedure to cross reference traveler documentation (passport) name with the name appearing on the Amtrak rail ticket.

Customs and Immigration Processes Southbound into the United States

Documentation Check by Amtrak Employees

The Amtrak Operations Supervisor greets each passenger at the check-in booth at the Vancouver Station. The Operations Supervisor conducts an examination of the passenger's documents. All documents are examined in the presence of the holder.

The Amtrak examination of documents at the Vancouver station is cursory because USCBP officers immediately thereafter perform a thorough and final immigration screening prior to a passenger boarding the train in the fenced secure area at Vancouver station. USCBP officers use the same procedures and technologies that they would employ at other U.S. ports of entry.

Minor children are subject to the same WHTI-compliant travel document requirements as adults. Additionally, if a child under the age of 18 is traveling alone, or with person(s) other than both parents, they should be in possession of a letter from the parents/legal guardian containing:

- Authorization for the child to travel with another person and to be outside the country;
- The name and telephone number of the parents/guardian; and
- The destination and length of stay in either Canada or U.S.

Because USCBP officers do not carry weapons in Canada, and because of the potential for individual liability under Sections 12 and 36 of Canada's Pre-clearance Act of 1999, Amtrak coordinates with the Vancouver Police Department to provide coverage for the USCBP during the southbound immigration process.

Passenger Information Transmittal Process to USCBP

The process is the same as for northbound trains.

Customs Declarations and U.S. Immigration

USCBP immigration officers clear departing southbound passengers at Pacific Central Station. Immediately following immigration processing, passengers place their bags through an x-ray machine monitored by Amtrak contract security personnel. VIA staff then take all checked baggage to the train's baggage car. The photograph following shows the x-ray machine.



After the train departs, Operations Supervisors and / or Conductors distribute customs declarations forms. Upon crossing the U.S. Border at Blaine, WA, the train stops to board USCBP officers who conduct Customs and Agricultural inspection activities. Occasionally, a passenger requiring more intensive questioning is removed from the train and transported to the USCBP facility at the Peace Arch highway border crossing.

When USCBP releases the train at Blaine, WA, all U.S. immigration and customs activities are complete. The average delay at the border stop is 15 minutes.

Southbound Recommendations

Amtrak recommends that the current processes for entry into the United States be modified to include U.S. customs as well as immigration at Vancouver's Pacific Central Station. This would eliminate the need to stop at Blaine, WA. USCBP officials interviewed expressed several concerns about implementing this change:

- Additional USCBP personnel may be required. USCBP estimates that it will require a headcount increase of 15 personnel to perform all immigration and customs functions in Vancouver Pacific Central Station,
- Existing facilities in Vancouver are inadequate and require upgrade,
- Canadian law (Pre-clearance Act of 1999) does not specifically address pre-clearance activities at rail and sea ports of entry, and does not directly afford sufficient indemnity protection for USCBP officials, and

- A mechanism must be developed to ensure the sterility and security of the southbound train. This mechanism must be able to definitively prevent the introduction of any passengers and/or goods onto the train and must be readily and easily audited by USCBP. Due to the fact that the southbound train frequently travels at low speeds or comes to a full stop in Canada, USCBP must have assurances that the train retains its sterile and secure status from the point of pre-clearance until its arrival into the United States. USCBP reserves the right at any time to re-inspect any pre-cleared conveyance at a domestic U.S. port of entry.

Required Security Site Improvements at Pacific Central Station

Based upon discussions with USCBP personnel, the following site improvements at Vancouver are identified as requirements for implementing the recommendations in this report. All facility renovations must be made in consultation with the USCBP and CBSA technical design standards. The estimated costs for these improvements, including a new x-ray machine, are approximately \$526,500.

Structural changes include (see the architectural drawing in Appendix C):

1. Front office area

- Build new storage and server rooms
- Build new service counter
- Replace existing doors to Main Hall with new security hardware and glass
- Install new flooring and refinish existing terrazzo vinyl tiles
- Repair wall and ceiling tile (on-going now)
- Install emergency generator power

2. Primary screening area

- Redesign layout/arrangement of existing offices; redesign four workstations
- Replace ceiling tiles (on-going now)

3. Secondary screening area

- Redesign floor layout
- Build two new screening stations with privacy dividers
- Relocate and upgrade x-ray machine
- Build detainee wet cell
- Repaint walls and replace ceiling tiles (on-going now)
- Update signage

Proposed Amendment to Canadian Pre-clearance Act of June 17, 1999

Canada has allowed U.S. Federal Inspection Services to operate air passenger pre-clearance in Canada since the 1950s. "Pre-clearance" is the processing by U.S. federal

inspection agencies of travelers and goods that are beginning their journey in Canada and seeking entry into the United States.

These arrangements were formalized by the 1974 *Air Transport Pre-clearance Agreement between Canada and the United States of America*. Under that agreement, air pre-clearance services now process approximately 11.5 million passengers annually at the following Canadian airports: Vancouver, Edmonton, Calgary, Winnipeg, Halifax, Toronto, Ottawa, and Montreal (Dorval). Since that agreement was signed, changes have been made to Canadian law; specifically the *Canadian Charter of Rights and Freedoms* (Part I of the *Constitution Act, 1982* and consequently part of the Constitution of Canada) that has granted Canadians new individual rights. At the same time, border processing has evolved as a result of the rapid increase in border crossings and the adoption of new technology.

U.S. Customs and Border Protection can examine and seize goods, administer certain monetary penalties and determine the admissibility of travelers who wish to travel to the U.S. The U.S. laws may be administered only in designated pre-clearance areas and are subject to the Canadian Charter of Rights and Freedoms and relevant Canadian laws. No provision of American law that would be considered criminal under Canadian law can be applied in Canada; criminal matters are dealt with by Canadian authorities under Canadian law.

In December 1998, Bill S-22, the Pre-clearance Act, was introduced in the Canadian Senate by the Hon. Sharon Carstairs, the Deputy Leader of the Government in the Senate. The bill provides U.S. Federal Inspection Services with the appropriate statutory authority to determine, **at designated airport areas** in Canada, what people and goods would be allowed entry into the United States. Bill S-22 took effect in 2001.

The Pre-clearance Act of 1999 is the Canadian legislative tool that gives force of law to the substantive elements of the Canada-U.S. Agreement on Pre-clearance at Canadian airports. The Canada-U.S. Pre-clearance Agreement is the document that governs USCBP Officers' authority and protections at air pre-clearance locations in Canada. The Canada-U.S. Pre-clearance Agreement does not pertain to rail or sea operations. Any change to the Pre-clearance Act of 1999 requires parliamentary action according to Canadian law. Any change to the Canada-U.S. Pre-clearance Agreement would require a new bi-lateral agreement between both countries.

According to the Department of Homeland Security and the U.S. Customs and Border Protection Agency, expansion of pre-clearance operations would also require additional staffing, facilities, equipment, security modifications and policies. Some of these requirements are detailed below.

USCBP has established certain guidelines which must be met in order to expand Pre-clearance at existing or new ports of entry (POE):

Law Enforcement Authorities

- The host government must provide full law enforcement authorities to USCBP officers. These authorities must be equivalent to those enjoyed by USCBP officers functioning at facilities within the United States, including:
 - **Search** – includes the authority to search all persons and their personal effects prior to entry into the United States. The authority encompasses a progressive personal search authority from initial pat down up to and including body cavity searches. The authority also includes the examination of personal effects and/or baggage of passengers seeking entry in the United States, as well as those individuals working in the USCBP processing area who may be suspected of engaging in illegal activities. Commercial aircraft that have been pre-cleared for departure into the United States will also be subject to search.
 - **Seizure** – Goods and/or contraband, destined for the United States through any proposed Pre-clearance facility, found to be in violation of U.S. law, will be subject to seizure by USCBP officers. Items to include: fraudulent passports, undeclared merchandise, prohibited/restricted merchandise, undeclared currency in excess of U.S. reporting requirements, etc. In conjunction with seizure authority, USCBP officers must also have the authority to assess and collect appropriate fees, duties, taxes, and penalties.
 - **Arrest** – the authority to arrest individuals found in violation of U.S. laws. Examples include: narcotics smuggling, alien smuggling, terrorist activity, NCIC Wanted Persons.
 - **Detention** – Authority to detain individuals who are in violation of Inspecting Party (U.S.) laws.
 - **Weapons Carry** – USCBP officers will require 24-hour weapons carry to ensure officer safety at the worksite or on-site support from Canadian law enforcement officials to provide worksite safety in lieu of weapons carry authority.

Bi-Lateral Agreement Negotiations

- The foreign government must submit a Diplomatic Note to the Department of State (DoS) formally requesting Pre-clearance operations.
- USCBP must then obtain DoS authorization to negotiate and conclude any bilateral agreement with the foreign government.
- The bilateral agreement will address issues such as officer authorities, host nation responsibilities, privileges and immunities granted to USCBP personnel, physical security standards, training, facilities, future amendments to the agreement, etc.
- The negotiation and conclusion of a bilateral agreement is typically a lengthy process.

Department of State (DoS) Requirements

- The Government of Canada must meet DoS standards in providing sufficient quality health care practitioners and facilities, safe and acceptable housing, and

educational facilities with curriculums meeting U.S. standards for USCBP employees and their dependents.

Workload Requirements

- A minimum yearly workload of 350,000 to 400,000 passengers and crew must be demonstrated before a country will be considered for Pre-clearance operations.

Facility Requirements

- The foreign government must provide a passenger processing facility for USCBP that meets USCBP's Airport Technical Design Standards (August 2006). Airport passenger security screening operations must be designed to screen passengers and baggage before they enter the USCBP area. These screening services must meet the standards set forth by the Transportation Security Administration
- In addition, the foreign government must ensure that local law enforcement is present to protect USCBP employees and secure the facility. (Note: Amtrak contracts with the Vancouver Police Department to perform this function at Pacific Central Station.)

Required Legislative Actions / Recommendations

The Canadian Pre-clearance Act of 1999 and the bi-national Pre-clearance Agreement between the government of Canada and the government of the United States provide policy, precedence, authority, and some protections for USCBP officers performing their duties at airports in Canada. Neither provides these same accommodations for USCBP officers performing the same duties at rail and sea ports. The logical goal would be to establish provisions for rail and sea port pre-clearance that parallel those currently in force for airports. Dialogue with the Canadian government concerning amendment of Section 7 of the 1999 Pre-clearance Act and the bi-national Pre-clearance Agreement may address this issue; however, there are a series of considerations to be taken in implementing such amendments. Such an undertaking has potential long term benefits for rail travel along the entire Canadian-U.S. border.

Amtrak believes that adoption of the security recommendations in this report will satisfy the Congressional intent to expedite the movement of rail passengers across the Canadian-U.S. border to and from Vancouver, BC. It will also enhance the ability to detect and prevent contraband trafficking across the border. These recommendations require only a modest cost in infrastructure improvements to Vancouver's Pacific Central Station. Staffing issues, however, may challenge USCBP's ability to fulfill the recommendations for southbound passenger trains and may require a separate dialogue between Congress and the Department of Homeland Security. Extension of the Canadian Pre-clearance Act and the Canadian-U.S. Pre-clearance Agreement provisions to specified rail and sea points of entry and exit has the potential for greater long term impact. Such extension could facilitate pre-clearance, hence passenger convenience, at other existing and potential rail crossing venues along the entire Canadian-U.S. border. Congressional authorization and appropriation of funds to provide for improvements at Vancouver Pacific Central Station will facilitate

implementation of the recommendations in this report. As noted above, however, any change to the Pre-clearance Act of 1999 requires Parliamentary action according to Canadian law. Any change to the Canada-U.S. Pre-clearance Agreement would require a new bi-lateral agreement between both countries.

Next Steps

If Congress desires implementation of the improved border service as outlined above, it should direct Amtrak and the Department of Homeland Security to begin preparations:

- Congress should provide directly or through DHS \$526,500 for physical facility improvements in Vancouver Pacific Central Station's customs and immigration area;
- The Department of Homeland Security should request approval from Congress for staffing needed for consolidated pre-clearance processing for rail travelers;
- The Department of State should engage with the Government of Canada regarding the extension to (at least) Pacific Central Station of the provisions of the Canadian Pre-Clearance Act and the Canadian – U.S. Pre-clearance Agreement that now apply only at selected airports;
- Once staffing and facility needs are met, the Department of Homeland Security and U.S. Customs and Border Protection should modify pre-clearance processes for rail border crossings between Vancouver, BC, and Seattle;
- U.S. Customs and Border Protection may need to redeploy or hire additional staff to perform the combined and expanded work in Pacific Central Station;
- Amtrak must develop and implement train operating practices that insure all trains departing Vancouver remained sealed until crossing the international border at Blaine, WA. This must be done in a way that can be readily audited by USCBP; and
- Amtrak must develop and implement a process to insure that the names on tickets issued match the names on passports and other WHTI compliant identification.

APPENDICES:

A. Ridership and Revenue Forecast

B. Complete Profit and Loss Estimate

C. Customs and Immigration Facility Drawings

Appendix A

Forecast Results for Proposed Cascades Schedule with 2nd round trip extended to Vancouver, BC (prepared 5/11/09)

Route	FY09 Baseline*			New Schedule w/ 2nd train extended to Vancouver** plus Olympic impacts***					
	Ridership	Annual Totals		Ridership	Annual Totals		Ridership	Annual Increment	
		Ticket Revenue	Passenger Miles		Ticket Revenue	Passenger Miles		Ticket Revenue	Passenger Miles
Cascades	719,100	\$19,687,000	111,430,000	779,600	\$21,744,000	124,080,000	60,500	\$2,057,000	12,650,000
Coast Starlight	469,000	\$34,817,000	244,040,000	468,700	\$34,810,000	244,000,000	(300)	(\$7,000)	(40,000)
TOTAL	1,188,100	\$54,504,000	355,470,000	1,248,300	\$56,554,000	368,080,000	60,200	\$2,050,000	12,610,000

Route	New Schedule w/ 2nd train extended to Vancouver** plus Olympic impacts***					
	Increment for Oct-Jan & Apr-Sep			Increment for Feb-Mar****		
	Ridership	Ticket Revenue	Passenger Miles	Ridership	Ticket Revenue	Passenger Miles
Cascades	50,720	\$1,720,400	10,571,000	9,780	\$336,600	2,079,000
Coast Starlight	(260)	(\$6,000)	(34,000)	(40)	(\$1,000)	(6,000)
TOTAL	50,460	\$1,714,400	10,537,000	9,740	\$335,600	2,073,000

These forecasts are based solely upon information available to AECOM Consult as of 5/11/09.

These forecasts are provided for the sole use of Amtrak. They are not intended for disclosure in a financial offering statement.

Notes:

* FY09 Estimate (prepared 3/13/09) and current timetable

** Proposed new schedules (provided by Amtrak 5/6/08) extending 513 & 516 to Vancouver, BC and, for March & February, shifting existing 517 two hours later

***Estimated incremental demand associated with Winter Olympics in February 2010 (based on local expectations that I-5 traffic will be at peak summer level)

****Includes Winter Olympics (February 12-28)

Appendix B

Summary Table for Financial Impact of Second Round Trip Extension to Vancouver

	Olympic Period	Annual
Riders	10,000	60,000
Revenue ⁽²⁾	\$0.4 million	\$2.3 million
Direct and Shared Costs		
Transportation	\$0.1 million	\$0.7 million
On-Board Service	\$0.1 million	\$0.8 million
Maintenance of Equipment	\$0.1 million	\$0.4 million
Stations	\$0.1 million	\$0.7 million
RSO, Marketing & Sales	\$0.1 million	\$0.3 million
Police/Environmental and Safety	\$73,000 ⁽¹⁾	\$16,000
Other	\$50,000	\$0.3 million
Total Direct and Shared Costs	\$0.6 million	\$3.3 million
Net Impact	-\$0.2 million	-\$1.0 million

1) Olympic estimate includes \$70,000 for travel and lodging for security team.

2) Includes both ticket revenue and food and beverage revenue

