



Safety and Security Certification Audit Report April 30, 2026

Projects: East Link Extension

Audit Type: Safety & Security Audit Profiles 4000, 6000 and 7000

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Date: 4/3/2026

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I. EXECUTIVE SUMMARY

Commencing in December 2026, and extending through March 2026, Talson Solutions, LLC (Talson) and Transportation Resources Associates (TRA) performed a Safety and Security Certification Audit (SSCA) of Sound Transit’s East Link Extension project (ELE) in advance of ELE public ridership and revenue operations for the “Crosslake Connection”. Audit activities focused on E750 contracts, including the Judkins Park and Mercer Island Stations, I-90 Floating Bridge and all other associated elements. The audit was performed on behalf of the Sound Transit’s Audit Division and focused on System Integrated and Pre-Operational Testing, Operations and Maintenance Readiness, System Readiness, Fire/Life/Safety, and the accuracy of the Safety and Security Certification Verification Report (SSCVR) issued by Sound Transit Transportation Safety and Security. Talson previously issued an SSCA for the initial ELE opening in August 2024.

The objective of a SSCA is to verify that construction, testing and operational activities are in conformance with Sound Transit’s hazard mitigation plans, certification policy, and associated Audit Profiles (AP). Sound Transit uses Certifiable Item (CI) forms in the Safety and Security Information Management System (SSIMS) database as evidence that hazard mitigating documentation is created and maintained in accordance with required specifications and plans. Hazard mitigation and certification standards are detailed within Safety and Security Certification (SSCP) and Safety and Security Management (SSMP) Plans.

The Audit Team found that the overall safety certification process is in conformance with the project specific SSMP and the Agency SSCP. As part of testing Sound Transit’s Safety and Security SSIMS database, Talson noted that CIs were generally referenced adequately to the Preliminary Hazard Analysis (PHA) and traceable to SSIMS. The audit did note **two (2) Recommendations** relating to documentation having missing/incorrect references in SSIMS and additional testing mentioned in select SIT testing documentation that was deemed inaccurate.

The SSCVR was authorized by Sound Transit’s Chief Executive Officer on February 23, 2026. The WSDOT State Safety Oversight concurrence for readiness and use for the riding public was issued March 9, 2026. Endorsement for Completion of the Safety and Security Certification Audit Process for the ELE Capital Project was jointly issued by Sound Transit Internal Audit and Talson on March 5, 2026. The “Crosslake Connection” section of the ELE project commenced operation and revenue service on March 28, 2026.

Standard Operating Procedures (SOPs), Standard Management Procedures (SMPs), manuals, risk mitigation against the PHA, and other requirements have been adequately prepared, tested for compliance, and are in alignment with Agency Safety and Security protocols and objectives for revenue operations. Fire/Life/Safety, and Emergency Management Procedures, as well as appropriate responses to the Threat Vulnerability Analysis (TVA) have also been established.



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II. SCOPE AND METHODOLOGY

SSCAs provide assurance that identified hazards are effectively mitigated and appropriately documented during each phase of a capital project spanning from preliminary engineering to revenue service. The APs of SSCAs are specific to the completed phases of a capital project:

Audit Profile 1000 – *Hazard Analysis*

Audit Profile 2000 – *Design*

Audit Profile 3000 – *Construction*

Audit Profile 4000 – *System Testing*

Audit Profile 5000 – *Vehicle Fabrication*

Audit Profile 6000 – *Training/SOPs*

Audit Profile 7000 – *Fire/Life Safety Readiness/*

Certification Reporting

This SSCA focused on activities related to Audit Profile Nos. 4000, 6000, and 7000 and assessed compliance to FTA’s Oversight Procedure 54 (OP54) requirements for Safety & Security, and Pre-Revenue Operation. Safety and Security CIs within the SSIMS database were selected for testing in relation to the following ELE Contracts: Communications (COMMs), Electric, Guideway, Land, Overhead Catenary System (OCS), Parking, Signaling (SIG), Station, Stray, Structural, Traction Power Substation (TPS), Traffic, and Utilities.

At the time of Talson’s sampling, 44 of the 46 CIs were marked as closed within the SSIMS database. Talson tested 24 (52%) of the 46 total safety and security CIs for testing.

Notable documentation reviewed during the audit included:

- WSDOT SSOA Concurrence Letter for completion of safety and security certification for the East Link Extension Project, March 9, 2026
- CEO Authorization Letter for Revenue Service, February 26, 2026
- East Link Extension Safety and Security Certification Verification Report (SSCVR), February 23, 2026
- Sound Transit Link Light Rail Maintenance Management Plan, April 27, 2024
- East Link Extension System Integration Pre-Revenue Memo, January 8, 2025
- East Link Extension Systems Integrated Test Project Plan, Rev. 2, December 2024
- East Link Extension Crosslake Connection SSMP, Rev. 5, January 2026
- Sound Transit Emergency Management Plan, September 2022
- Sound Transit Agency Safety and Security Management Plan, Rev. 9, June 2025
- East Link Extension, Preliminary Hazard Analysis Matrix, January 30, 2026
- Sound Transit Emergency Operations Plan, August 2025



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A full list of documents reviewed by Talson for this audit can be found in [Appendix A](#).

Audit Approach

- Conducted a kick off meeting with applicable personnel on January 5, 2026
- Assessed relevant compliance documentation including prior audit reports, SSCP, SSMP, and the ELE-specific PHA, dated January 30, 2026
- Conducted onsite walk-throughs of all station facilities on February 25, 2026
- Interviewed Operational and Emergency Management personnel on February 26, 2026
- Reviewed various SOPs, SMPs, procedures, and training records
- Reviewed uploaded documentation and notations within each sampled CIs
- Completed Audit Profile 4000 Testing of Checklists/Workpapers
- Facilitated a Closeout Briefing of preliminary results on March 5, 2026
- Produced audit draft and final reports

Onsite Audit Activities

Talson and TRA's Audit Team conducted onsite audit activities, from February 25 through 26, related to AP 4000, AP 6000, and AP 7000. On Wednesday, February 25, the Audit Team, and Sound Transit's Internal Audit, met with Sound Transit's Safety and Security Team at the Union Station office to discuss the preliminary results relating to AP 4000.

The Audit team on February 25, 2026 performed a site visit of ELE's focused on Seattle International District to Judkins Park, via I-90 to Mercer Island and South Bellevue. See [Appendix B](#) for further details of the site audit results.

AP 4000 Results

Audit Profile 4000 – Pre-Operational Integration Testing is primarily comprised of the following audit activities:

- Assessed the application and effectiveness of performance testing as defined in System Integration Testing Plan and procedures
- Reviewed evidence that safety and security requirements have been adequately tested and appropriately documented with review and approval
- Assessed that uploaded testing documentation within SSIMS had been performed and attested to by appropriate personnel
- Reviewed key documents including the System Integration Test Plan, approved procedures, test results, and audit records

Sound Transit's SSCP, Appendix 5 - outlines the use of CI Checklist Forms within the SSIMS for uploading documented evidence that each identified hazard has been mitigated throughout each completed capital project phase. Talson's test of AP4000 included testing using stratified sampling.

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Each sampled CI was verified for relevancy, appropriateness, traceability, and proper referencing. A three-tiered rating system was used to categorize the results:

- **Acceptable:** No deviation from the implemented SSCP / SSMP standards.
- **Conditionally Acceptable:** Minor deviation of the implemented SSCP / SSMP standard and unlikely to result in a nonconforming product or service.
- **Unacceptable:** A significant breakdown or partial breakdown in processes that resulted in, or incorrectly documented, a nonconforming product or service.

Audit Profile 4000 Summary of Preliminary Audit Findings					
Contract	Total CIs	IDs Sampled	Acceptable	Unacceptable	Conditionally Acceptable
E750-I90 Safety	41	19	18	0	1
E750-I90 Security	5	5	5	0	0
TOTAL	46	24	23	0	1

CIs that are rated below “Acceptable” may or may not result in the assignment of audit findings, recommendations, and/or a corrective action plan based on the criteria listed in Section V of this report, and the professional judgement of the auditor.

AP 6000 & AP 7000 Results

Audit Profile 6000 – Operations and Maintenance Readiness is primarily comprised of the following audit activities:

- Reviewed contracted and internal training for sufficient planning and timeliness, minimize risk, mitigate system safety hazards, and vulnerability to identified security threats
- Confirmed that the Rule Book, established SOPs, and SMPs are updated or developed, as required, to support system safety certification
- Determined that relevant Safety & Security Plans and Procedures are updated, as required, to support system safety certification

Audit Profile 7000 – System Readiness, Fire/Life Safety, and Security Certification Reporting is primarily comprised of the following audit activities:

- Reviewed specific fire/life/safety items for coordination with outside agencies
- Confirmed that certificates and verification reports were completed with accuracy



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- Reviewed Safety Certification Documentation: certificates issued, general certification documentation, and other certification documentation (emergency management drills)

The Audit Team found that sampled SOPs, SMPs, manuals, risk mitigation against the PHA, and other requirements have adequately been prepared, tested for compliance and/or addressed, and are in alignment with agency Safety and Security protocols and objectives for revenue operations. The AP 6000-7000 portion of the audit resulted in zero (0) recommendations.

Talson's onsite audit resulted in three (3) non-critical items observed during the onsite visit to the Mercer Island and Judkins Park Stations. Talson noted the following which have been shared with Sound Transit Senior System Safety and Security Specialist for future considerations:

Non-Critical Safety & Security Items

- 1) Mercer Island Station – The vines on the sound walls were covering several “**Do Not Cross**” signs.
- 2) Various Call Boxes and Emergency Telephones – LCC lacked a consistent way of identifying the exact location of incoming calls.
- 3) Mercer Island Station – A vehicle pedestrian bridge went over the right-of-way with a limited fence at the bridge to protect the right-of-way from debris. ST has noted that this is WSDOT property and they are currently working to put up a throw fence.

III. FINDINGS

The audit resulted in **zero (0) findings**.

IV. RECOMMENDATIONS

The audit resulted in **two (2) recommendation**:



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Recommendation No. 1: Uploaded documentation within SSIMS has discrepancies or missing/incorrect references.

One (1) of the twenty-four (24) (approximately 4%) CI forms sampled within SSIMS was found to have incorrect or missing references.

1. CI ID No. 250 – Test report No. 403 is listed within the Testing Conformance Box in SSIMS but is not uploaded.

Recommendation No. 2: Select SIT 501 a/b reports referenced additional testing requirements that originated from initial East Link Extension testing results. These reports indicated that follow-up testing was required based on earlier program documentation.

Upon review, it was determined that this additional testing requirement is no longer applicable under the current project testing framework. Sound Transit has acknowledged the discrepancy and is in process of modifying the references/language within the testing reports. This documentation does not impact revenue service.

V. MANAGEMENT RESPONSES FORMS

As a result of “no audit findings”, a MRF nor management corrective actions are not required. Recommendations are “suggestions for improvement” and the appropriate Sound Transit business unit has the option to correct the issue or not. Below are the definitions of a Finding and Recommendation, along with the acceptable response requirements:

- A. **Findings** indicate areas where Sound Transit or another entity is non-compliant with its own established policy, plan, procedure and/or regulation, and which must be corrected and documented (in writing) with a corrective action plan. Action plans should include a specific, measurable amount of time it will take to correct the issue and reduce risk.
- B. **Recommendations** do not mean the issue is deficient. However, the auditor has determined that the issue poses the potential risk of becoming a finding in the future, if recommended changes are not put in place to prevent re-occurrence.



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VI. DISTRIBUTION

Safety and Security Audit Dates: January through March 2026

Organization: Sound Transit *(Auditee)*

Responsible Party: Andrea Trepadean, Chief Safety Officer *(Auditee)*

Talson Auditor(s): Ken Brzozowski, Norman Jones, Liam Ryan, Rick Bumbera *(Auditors)*

Report To: Patrick Johnson, Deputy Executive Director, Audit Division

Distribution List: Benjamin Marx, Executive Director, Service Delivery, Sound Transit
Kerry Pihlstrom, Executive Director, Asset Transition Office, Sound Transit
Paul Fitzpatrick, Deputy Executive Director Activation & Commissioning, Sound Transit
Branden Porter, Deputy Executive Director, Safety, Sound Transit
Josiah Durham, *Acting* Director, Transportation Safety & Security
Randy Kroum, Director, Transition to Operations, Sound Transit
Bien Mai, Transportation Safety and Security Manager, Sound Transit
Jim Ottman, Compliance Audit Manager, Sound Transit
Molly Hughes, Public Transportation Safety Administrator (SSO), WSDOT
Andrew Royer, State Safety Oversight (SSO) Program Administrator, WSDOT
Ryan Sigurdson, Transportation Planning Specialist, WSDOT SSO
Jennifer Morrow, Safety Oversight, WSDOT SSO



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VII. APPENDIX A: SAFETY & SECURITY DOCUMENTS REVIEWED

Threat Vulnerability Assessment (TVA) - A TVA is a systematic process used to identify, evaluate, and prioritize potential security risks to an organization's assets (people, infrastructure, information, systems, etc.). The primary goal is to provide an objective recommendation and guidance to mitigate vulnerabilities and decrease risks before a negative event occurs.

FTA Oversight Procedures 54 – Readiness for Service, dated October 2023 – Includes the review, analysis and recommended procedures that the FTA expects from the PMOC to follow when evaluating the project sponsor's readiness for service, including System Integration testing, fulfillment of safety and security certification requirements, completion of Pre-Revenue Operations, and confirmation that project sponsor has the Management Capacity and Capability to operate.

Sound Transit Link Light Rail Project System Wide Maintenance Management Plan (MMP), Rev. 7, April 27, 2024 - The MMP includes a description of the rail system overall and, in particular the maintenance facilities and equipment; the maintenance program, including maintenance equipment and tools; the maintenance organization and responsibilities of maintenance personnel; a maintenance safety program; and a description of maintenance support requirements, including maintenance data collection and reporting, and material and warranty control.

Sound Transit Emergency Management Plan Revision 3, dated September 2022, signed December 2022 - Has been developed to define Sound Transit's commitment to implementing and administering an emergency program for all operations within Sound Transit that achieve the highest practical level of preparedness and response for customers, employees, and members of the community impacted by Sound Transit's operations and services. It is Sound Transit's policy to work in coordination with impacted jurisdictions and agencies in which Sound Transit operates. The EMP is to guide Sound Transit departments and facilities to respond in a quick and efficient manner in the event of an emergency

Safety & Security Certification – LRV Training Program Operational Items – The certification pertains to the operational conformance item for LRV Operator training on the ELE project. Verifying that LRV Operators were trained on the following topics was identified as an operational conformance item for the following certifiable items: Correct and safe operations of LRV doors, Distraction and fatigue management, Defensive driving techniques, Hours of service, Safety awareness training, Operators trained to use bell as needed to ensure awareness, Pedestrian and bicycle safety, Grade and pedestrian crossings.



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Sound Transit Agency Safety Management Plan, Rev. 9, dated June 2025 – This plan establishes accountability and responsibility at the top levels of Sound Transit, evidenced by the Board approval and CEO commitment to the Safety Management Policy statement, which includes providing necessary resources to sustain and improve the Sound Transit safety culture. This document serves as the framework for the Sound Transit SMS and maps all the processes and procedures that support it.

East Link Extension Crosslake Connection Safety and Security Management Plan, Rev. 5, January 2026 - The SSMP for the ELE project is to define the design-build team’s safety and security activities and methods for identifying, evaluating, minimizing, and resolving potential safety hazards and security vulnerabilities of these systems. The SSMP establishes responsibility and accountability for safety and security during the final engineering, construction, testing, and start-up phases of the ELE project.

East Link Extension Preliminary Hazard Analysis - This report is to describe the process to identify a preliminary list of potential hazards of the ELE Project at the 60% Design Phase, to demonstrate how they will be eliminated through design, mitigated by control measures, or deemed acceptable as-is, and to document those measures, as appropriate.

Project Specific Sound Transit SMPs - This plan is project specific and establishes accountability and responsibility at the top levels of Sound Transit, evidenced by the Board approval and CEO commitment to the Safety Management Policy statement, which includes providing necessary resources to sustain and improve the Sound Transit safety culture. This document serves as the framework for the Sound Transit SMS and maps all the processes and procedures that support it.

Project Specific Sound Transit SOPs – Project specific Standard Operation Procedures – These documents detail, written instruction that outline how to perform a specific task or process routinely to ensure consistency and quality.

ELE Safety and Security Certification SSOA Concurrence Memo, March 9, 2026 – This document details the concurrence of Washington State Department of Transportation SSOA concurrence of completion of a safety and security certification for the East Link Extension Project.

CEO Authorization Letter for Revenue Service, dated February 26, 2026 – Letter to Molly Hughes, Public Transportation Safety Administrator Washington State Department of Transportation regarding authorization to begin revenue service operations for the East Link Extension. Chief Executive Officer, Dow Constantine, accepted the Safety and Security Certification Verification Report and authorized Sound Transit Operation to utilize East Link Extension for revenue service.



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VIII. APPENDIX B: ONSITE AUDIT ACTIVITIES

Mercer Island Station is located at 2510 77th Ave SE Seattle, WA.

Participants:

Jim Ottman (Sound Transit Compliance Audit Manager)
Mike Flood (Sound Transit Senior Compliance Auditor)
Emily Kegel (Sound Transit Internal Audits)
Ken Brzozowski (Talson)
Norm Jones (Talson)
Rick Bumbera (TRA)

A physical review of Mercer Island Station revealed:

- Fencing – There was a vehicle pedestrian bridge that went over the right-of-way which had no fencing protecting the right-of-way from debris.
- Security Guards – Inter-Con security guard on location.
- Bollards were located in the front of the building at the bus stop. Additionally, there was an approximate 16-inch-high concrete curb to provide supplemental anti-vehicle ramming protection.
- The station has electronic roll down metal fencing to secure it from the front and rear.
- The trash cans were steel mesh and secured to the ground with size limiting tops.
- All of the benches had anti-sleep rails.
- The emergency call boxes were located throughout the station. The call boxes were identified with a blue light and sign. An emergency call box test was conducted mid-platform. The call was answered by LCC and the communications was loud and clear. The LCC was unable to initially identify our exact location and had to manually check each station camera to locate the call box.
- There was proper signage located throughout the station. Signage included:
 - Code of Conduct, Pay to Enter, Authorized Access Only, Not an Exit, Authorized Personnel Only Beyond This Point, No Trespassing, Emergency Exit Only, Alarm Will Sound, and Do Not Cross
- There was representation of cameras to support proper CCTV coverage.
- Electronic sign boards were located throughout the station along with



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- sufficient speakers for audio notifications.
- All back-of-house doors had mechanical key along with access control.
- There were several sources of lighting to indicate that the lighting was sufficient.
- Anti-Graffiti resin was not observed on any surface. There was no surface observed (exterior concrete) to support the use of anti-graffiti material.
- CPTED – The vines on the sound walls were covering some of the Do Not Cross signs on the wall.

Judkins Park Station is located at 1451 23rd Avenue S Seattle, WA.

Participants:

Jim Ottman (Sound Transit Compliance Audit Manager)
Mike Flood (Sound Transit Senior Compliance Auditor)
Emily Kegel (Sound Transit Internal Audits)
Mike Martin (Sound Transit Maintenance Manager)
Tom Aichele (Sound Transit Area Maintenance Manager)
Ken Brzozowski (Talsen)
Norm Jones (Talsen)
Rick Bumbera (TRA)

A physical review of Mercer Island Station revealed:

- Fencing – There was sufficient fencing on the property.
- Security Guard – An Inter-Con security guard was on location.
- Bollards were located at the main entrance of the station. There were approximately 2-foot-high metal framed flower beds protecting the remaining areas of the entrance. The entrance was properly secured from vehicle ramming.
- The front of the station was secured with steel doors and the rear of the station was secured with steel roll-down fencing.
- The trash cans were steel mesh and secured to the ground.
- All of the benches were anti-sleep benches and located throughout the station.
- Emergency call boxes were located throughout the station. The call boxes were indicated with a blue light and sign and or a red sign. Two call boxes were tested. One was conducted was conducted mid-platform and the call was answered by LCC. The communications were loud and clear and LCC



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was able to initially identify our exact location. The other emergency telephone was tested and answered by LCC. The communication was loud and clear but LCC did not know our exact location and had to manually check each station camera to locate us.

- Proper signage was located throughout the station. Signage included:
 - Code of Conduct, Pay to Enter, Authorized Access Only, Not an Exit, Authorized Personnel Only Beyond This Point, No Trespassing, Emergency Exit Only, Alarm Will Sound, and Do Not Cross
- There was representation of cameras to support proper CCTV coverage.
- Electronic sign boards were located throughout the station along with sufficient speakers for audio notifications.
- All back of house doors had mechanical key along with access control.
- There were several sources of lighting to indicate that the lighting was sufficient.
- Anti-Graffiti resin was not observed on any surface. There was no surface observed (exterior concrete) to support the use of anti-graffiti material.
- CPTED – The vines on the sound walls were covering some of the Do Not Cross signs on the wall.

Talson identified three, non-critical observations during the physical site visit of the ELE stations on February 25.