



City of Burlington

Public Transportation Agency Safety Plan

1. Transit Agency Information

Transit Agency Name	City of Burlington overseeing Link Transit		
Transit Agency Address	234 East Summit Avenue, Burlington, NC 27215		
Name and Title of Accountable Executive	John Andoh, Transit Manager		
Name of SMS Executive	Karen Campbell, WeDriveU Assistant General Manager		
Mode(s) of Service Covered by This Plan	Fixed Route Bus (MB) and Paratransit (DR)	List All FTA Funding Types	5307, 5310, 5339
Mode(s) of Service Provided by the Transit Agency (Directly operated or contracted service)	Purchased Transportation Fixed Route Bus (MB) and Demand Response (DR)		
Does the agency provide transit services on behalf of another transit agency or entity?	No	Description of Arrangement(s)	N/A
Name and Address of Transit Agency(ies) or Entity(ies) for Which Service Is Provided	N/A		

2. Plan Development, Approval, and Updates

Name of Entity that Drafted This Plan	City of Burlington	
Approval by the Burlington City Council	Date of Approval	
	10/6/2026	
Signature by the Accountable Executive	Signature of Accountable Executive	Date of Signature
		10/6/2026
	Individual / Entity that Approved this Plan	Date of Approval
	City of Burlington City Council	10/6/2026
	Relevant Documentation – title and location	
	Motion by the Burlington City Council - Action Agenda/Minutes	
Certification of Compliance	Individual / Entity that Certified this Plan	Date of Certification
	John Andoh, Transit Manager	10/7/2026
	Relevant Documentation – title and location	
	Signature in the ASP as defined in job description.	

Version Number and Updates

Version	Section or Pages Affected	Reason for Change	Date Approved
1	N/A	Initial release and approval of ASP	7/21/2020
2	Entire Document	Revised ASP	10/6/2026

Public Transportation Agency Safety Plan

Link Transit's Public Transportation Agency Safety Plan (ASP) is a living document that all contractor and staff use to proactively identify, address, and manage issues associated with system safety. Link Transit will update this ASP whenever the City of Burlington – Link Transit Safety Management System (SMS) identifies a need for change.

Each fiscal year, the Accountable Executive and the SMS Executive will complete a review of the implementation of the ASP by August 1st with the Link Transit contractor. At minimum, the City of Burlington will revise the ASP and training activities based on the findings of this annual review. In conjunction with the Accountable Executive, the City of Burlington Transit Manager shall annually certify the City of Burlington SMS compliance with 49 C.F.R. Part 673. Annually, the plan will be reviewed and approved by the City of Burlington Transit Manager and Accountable Executive.

3. Safety Performance Targets – FY2025-2026

Safety Performance Targets								
	Fatalities		Injuries		Operator Assaults	Safety Events		System Reliability
Mode of Transit Service	Total Number per Year	Rate per 100k VRM	Total Number per Year	Rate per 100k VRM	Total Number per Year	Total Number per Year	Rate per 100k VRM	Failures per VRM
MB (Fixed Route Transit)	0	0	0	0	0	2	0.61	.92 per 100K
DR (Demand Response)	0	0	1	0.95	0	2	1.9	1.9 per 100K

Agency Definitions

Link Transit determines the classification of an event based on the definitions described in the National Transit Database Safety & Security Policy Manual available here: <https://www.transit.dot.gov/ntd/2026-ntd-safety-and-security-reporting-policy-manual-0>.

- **Fatalities:** Total Number of fatalities reported to NTD and rate per total vehicle revenue miles (VRM) by mode. The rate is calculated as (# of fatalities x 100,000)/ VRM.
- **Injuries:** Total number of injuries reported to NTD and rate per total VRM by mode. The rate is calculated as (# of injuries x 100,000)/ VRM.
- **Safety Events:** Total number of safety events reported to NTD and rate per total VRM by mode. The rate is calculated as (# of injuries x 100,000)/ VRM.

- **System Reliability:** Mean distance between major mechanical failures by mode. The rate is calculated as (VRM/Major Failures).

4. Safety Management Policy

Safety Management Policy Statement

The City of Burlington, through Link Transit is committed to developing, implementing, maintaining and constantly improving processes to ensure that all activities associated with transit service maintenance, operations, and delivery reflect a balanced allocation of organizational resources, achieve the highest level of safety performance, and meet the established City's standards.

The Transit Manager will act as the Accountable Executive. Link Transit's operations and maintenance contractor will have a designated Chief Safety Officer who will directly report to the City of Burlington Transit Manager at the City of Burlington whom shall have access to the Accountable Executive regarding any transit related safety issues. The Accountable Executive, Transit Manager and Chief Safety Officer will ensure that all contractor employees have the means to report on safety concerns and suggestions without the risk of retaliation. All levels of management and all employees are accountable for the delivery of the highest level of safety performance, starting with the City of Burlington Transit Manager.

In making this commitment, the City of Burlington/Link Transit will:

- Ensure that appropriate resources are allocated to support the management of safety in transit vehicle operation, maintenance and all aspects of transit and paratransit service delivery;
- Encourage an organizational culture that consistently fosters safe practices and effective employee safety reporting and communications, and manages safety with the same attention to results as afforded to all other City management systems;
- Integrate the management of safety among the primary responsibilities of all managers and employees;
- Clearly define for all staff, managers, employees, and contractor, their accountabilities and responsibilities for the delivery of the organization's safety performance and the performance of our safety management system;
- Establish and operate activities to identify and analyze hazards and evaluate safety risks. This includes an employee safety reporting program to identify safety concerns and potential hazards, and eliminate or mitigate such risks to maintain a level of safety performance that meets this Plan's objectives and targets;
- Ensure that no action will be taken against any employee who discloses a safety concern through the employee safety reporting program and is integral to effective management practices, unless such disclosure indicates beyond any reasonable doubt an illegal act, gross negligence, or a deliberate or willful disregard of regulations or procedures. Employees will be responsible for identifying and reporting on operation and maintenance safety hazards. They will also report on policies and procedures the City may need to be modified, safety events, and all information required to evaluate the causes of an event;
- Comply with and exceed legislative and regulatory requirements and standards, wherever possible;
- Ensure that sufficiently skilled and trained human resources are assigned to implement safety management processes;

- Ensure that all staff are provided with adequate and appropriate safety-related information and training, are competent in safety management matters, and are allocated only tasks commensurate with their skills;
- Establish and measure Link Transit's safety performance against realistic and data-driven safety performance targets;
- Ensure the timely delivery of externally supplied systems and services to support bus and paratransit operations and meet our safety performance standards;
- Ensure that all contractor start to or continue to track vehicular and pedestrian accidents as they relate to visibility impairments for bus operators, to allow Link Transit to address or implement measures to reduce visibility impairments; and
- Ensure that all contractor start to or continue to track all incidents involving operator assault, to allow Link Transit to implement measures and training programs to help protect our contracted operations staff.

Safety Management Policy Communication

This Safety Management Policy is communicated to all employees, contractor related to the administration, operations and maintenance of Link Transit, and the Burlington City Council. The policy was originally communicated to the City Council at a scheduled meeting on **October 6, 2026** and will be discussed annually after a review when staff identify and incorporate changes to the ASP or safety performance targets.

The City of Burlington Transit Manager will distribute a copy to the Link Transit contractor. The City of Burlington Transit Manager directs the Link Transit contractor's Chief Safety Officer to disseminate the safety policy and safety information to employees through regular trainings, meetings, and posting the policy in a common area such as a driver breakroom.

The Link Transit contractor will post a copy of the Safety Management Policy in a public space in Link Transit administrative offices, and the policy will be available online at www.linktransit.org.

The Link Transit contractor will review the Safety Management Policy annually at an operations safety meeting and at regularly scheduled meetings throughout the year.

Authorities, Accountabilities, and Responsibilities

The Accountable Executive, and also the Transit Manager is the designated representative to ensure that this ASP is complied with. The Link Transit contractor reports to the City of Burlington Transit Manager and implements the activities of this ASP under the direction of the Chief Safety Officer which may be Operations Manager for the contractor.

Accountable Executive:

The Transit Manager is the Accountable Executive and ensures that Link Transit's SMS is effectively implemented by the Link Transit operations and maintenance contractor.

Accountable Executive:

- Makes decisions about resources to support asset management, SMS activities, and capital investments.
- Responsible for ensuring that the City of Burlington Transit Manager is carrying out the ASP and the Transit Asset Management Plan
- Approves SMS implementation documents
- Annually certifies SMS compliance with 49 C.F.R. Part 673

- Communicates the Safety Management Policy to Burlington City Council
- Ensures that the City of Burlington Transit Manager communicates Link Transit Safety Management Policy to Link Transit's contractor
- Endorses the SMS implementation team and SMS processes
- Provides guidance to City of Burlington Transit Manager on the City's recommended SMS actions and decision making
- Ensures that safety concerns and identified hazards are adequately addressed
- Controller directs the human and capital resources needed to develop and maintain the ASP and the TAM Plan, and
- Ensures that the agency's SMS is effectively implemented, and action is taken, as necessary, to address substandard performance in the SMS.

SMS Executive:

The SMS Executive has the authority and responsibility to implement Link Transit's ASP and oversees all contracted operations to ensure compliance.

SMS Executive:

- Develops and maintains SMS documentation
- Directs safety risk management activities
- Briefs the Accountable Executive on the Link Transit SMS
- Assists with safety management training
- Reviews the ASP on an annual basis with the Accountable Executive, leadership, and executive management
- Ensures the Safety Management Policy (SMP) is communicated to the Link Transit contractor
- Ensures that staff communicate all follow-up information regarding identified safety concerns from the employee safety reporting program
- Ensures that contracted operator have an approved safety plan that the contractor implements and reviews annually
- Ensures that contractor adequately address safety concerns and identified hazards
- Transmits safety performance targets to BGMPO on an annual basis
- Ensures that the City of Burlington reviews and updates the SMP annually.

Operations and Maintenance Contractor Key Staff

The City of Burlington contracts for the operation and maintenance of fixed route bus service and demand response service. The Link Transit operations and maintenance contractor is required to develop their own safety plan and SMS that the City of Burlington will incorporate into the City's ASP. The contractor shall designate a key management position as the Chief Safety Officer. The contractor roles and responsibilities relate to this ASP are the responsibility of the Chief Safety Officer.

Contractor Safety Officer:

- Develop and maintain SMS documentation
- Direct safety risk management activities
- Direct safety management training
- At minimum, review and update the contractor safety plan and SMS on an annual basis with the Accountable Executive and submit an update to the City of Burlington Transit Manager.
- Ensure the Safety Management Policy Statement is communicated throughout the organization.

- Ensure documentation of communication of follow-up information on identified safety concerns through the employee safety reporting program.
- Ensure contractor investigates and documents each accident/injury
- Identify safety concerns and hazards
- Assess and mitigate risk through safety risk management.

City of Burlington Employees and Workplace

The City of Burlington has a Transit Manager whom is responsible for administrative, finance, planning, and contractor/operation oversight duties. Per existing City policies, any employee or contractor that works in an office environment and are expected to bring any workplace safety hazards to the attention of the Accountable Executive or designee. Employees communicate workplace safety hazards via email, phone, or in person. City of Burlington management will take appropriate steps to identify, evaluate, and mitigate unsafe conditions or workplace hazards and train employees on safe work practices.

Bus Operations

Link Transit contracts with a private operator for the operation and maintenance of the City's transit bus services. The contractor independently provides bus storage, fueling, and bus maintenance at separate facilities. The contractor is also responsible for recruiting and training bus operators.

Contract Requirements

The City of Burlington requires the contractor to develop and maintain a safety and security program that:

- Describes contractor procedures, training actions, and policies to assure a safe and secure environment for passengers and employees;
- Identifies dedicated safety and security personnel;
- Describes contractor emergency planning and implementation activities; and
- Includes a safety and security reporting system.

The City of Burlington's safety-related requirements are detailed in the Agreement with the private contractor.

Incident Reporting to the City of Burlington

In addition to a safety and security program, each contract includes reporting requirements. Under the reporting requirements, contractor submit information to City of Burlington Transit Manager.

The City contractually obligates contractor to provide the following safety information:

- **Daily Accident/Incident Reporting:** The contractor staff will email the City of Burlington Transit Manager, a daily accident/incident report within 24 hours of each accident/incident that occurs on a Link Transit route or service. Any major accident involving injuries or significant damage to Link Transit vehicles will be immediately reported through direct person-to-person contact. The contractor uses a contact list to reach the City of Burlington Transit Manager in the event of a major accident.
- **Daily Road Call/Missed Trip/Incident Report:** The contractor must track all road calls, missed trips, and incidents within 24 hours of the event and report via a monthly report submitted to the City of Burlington Transit Manager. Missed trips and major incidents are reported to City of Burlington Transit Manager immediately via email.

Monthly Coordination Meetings

City of Burlington Transit Manager will meet monthly with management staff from the contractor to review the operations. This is an opportunity for contractor staff to identify any safety issues in the field, on a bus, or at their maintenance facility. These meetings review and discuss customer feedback and any related safety and training issues.

It is expected that the contractor will staff track these issues and steps toward resolution. There are specific procedures to follow when contractor and City of Burlington Transit Manager identify a safety issue that is the responsibility of the City of Burlington to mitigate.

Contractor Staff Feedback

The City encourages the Link Transit contractor staff to provide feedback directly to the contractor's Chief Safety Officer and the City of Burlington Transit Manager. This can be achieved in person, by U.S. Mail, on the telephone or via email. Feedback can be presented as defined below:

The transit operations and maintenance contractor through their command chain, up to the General Manager.

City of Burlington, Attn: City of Burlington Transit Manager, 234 East Summit Avenue, Burlington, NC 27215, Telephone: (336) 222-7351, Email: info@linktransit.org

A contractor employee may choose to identify themselves by name or to provide an anonymous suggestion. The process functions as follows:

1. The contractor employee contacts the above individuals to submit feedback.
2. The contractor management and City of Burlington Transit Manager will regularly review the feedback and discuss it at its scheduled monthly coordination meeting.
3. If a contractor employee reports a hazard or safety concern, the contractor management evaluates the concern within one (1) week. The contractor management shall share the evaluation and any action items assigned to the contractor at a Safety Committee meeting, as well as with the City of Burlington Transit Manager and relevant contractor staff.

Conditions that Protect a Reporting Employee from Discipline or Enforcement Action:

Consistent with Federal and State Law regarding "whistleblowing", City of Burlington employees or applicants for employment are entitled to disclose to the City, without reprisal, facts that may be deemed to constitute gross mismanagement, significant waste of public funds, abuse of authority, and/or substantial and specific danger to public health or safety.

- **Disclosure Procedure:** Any City employee or applicant for employment with information that may be considered gross mismanagement, a significant waste of funds, an abuse of authority, and/or substantial and specific danger to public health or safety should file with the Accountable Executive or City Human Resources staff a written statement of facts within 60 calendar days of the act or event. If the complaint involves conduct of the Accountable Executive, the statement may be directed to the Mayor and City Council. This filing shall be under penalty of perjury. The statement must include: the name, classification, and signature of the employee; his/her mailing address; the date of filing; and a clear statement of the facts of the complaint and the date upon which the event occurred giving rise

to the complaint.

- **City Investigation:** Within 21 calendar days of receipt of the written statement of facts, the Accountable Executive or Mayor if the complaint is about the conduct of the Accountable Executive, will investigate the complaint, may confer with the complainant, determine appropriate action to solve the problem, if any, and will render a decision in writing. If the complainant is dissatisfied with the decision, an appeal may be filed with the City Council within seven (7) calendar days of the date of the written decision of the Accountable Executive or Mayor. The City Council will conduct a hearing on the complaint, and its decision will be final.
- **Confidentiality:** Nothing contained in this policy will be deemed to make any record public if the record is preempted from disclosure by the North Carolina Public Records Law, or to require a public hearing or meeting that could otherwise be conducted as a closed session.
- **No Reprisals:** The Accountable Executive or Mayor will make every reasonable effort to assure that any person who files a complaint pursuant to this policy is not subject to reprisals.

Contractor Specific Processes

The contractor safety plan shall describe their employee safety reporting policies and processes.

5. Safety Risk Management Process

Safety Hazard Identification

The City of Burlington makes every effort to identify and address hazards before they cause problems. The City of Burlington has processes and reporting tools already in place to assist with identifying hazards. The City of Burlington and the Link Transit contractor include FTA and other oversight authorities as a source of hazard information. A hazard is defined as any real or potential condition that can cause injury, illness, or death; damage to or loss of the facilities, equipment, rolling stock, or infrastructure of a public transportation system; or damage to the environment. The City of Burlington relies on its staff and contractor to identify and report hazards.

If a hazard is identified through any of the established channels of communications, the Chief Safety Officer for the contractor will document the hazard and notify City of Burlington Transit Manager. City of Burlington Transit Manager will monitor and manage risk mitigation as well as monitor task and project completion.

Contractor Reporting Responsibility

Link Transit's contractor to report a variety of operational data to the City of Burlington Transit Manager.

Link Transit contractor shall monitor safety data at regular intervals. This will allow both the City of Burlington and the contractor to use this data to identify hazards and subsequently initiate investigations to obtain data required to assess and mitigate the risk. The City of Burlington requires the contractor to report information regarding how they:

- Document and respond to customer service inquiries assigned to the contractor and document responses;
- Document all daily service disruptions including the type of disruption, any impacts on service levels

- (adjustments to number of trips, changes in hours/miles), and any relevant description of the incident;
- Document all relevant information for any accident or safety and security incident;
- Document all relevant information for any road call or equipment failure that occurs during revenue service;
- Document all vehicle maintenance issues including when vehicles are not available for service due to maintenance issues, reason for unavailability, and when released for service, etc.;
- Document preventative maintenance by vehicle including type of service performed, mileage, etc.
 - This report will match the contractor's maintenance records.
 - The City of Burlington may audit these records on a random announced or unannounced basis;
- Upload vehicle fluid sample test results;
- Enter end of year vehicle mileage; and
- Maintain an updated employee list.

In addition to required reporting, the City of Burlington Transit Manager meet monthly with contractor to discuss the day-to-day operations. These meetings are an opportunity to share information. The contractor and their staff are the eyes and ears of Link Transit services. The City of Burlington encourages the contractor to report any hazardous conditions that their drivers, maintenance staff, and supervisors observe immediately to the City of Burlington Transit Manager.

Safety Risk Assessment

The City of Burlington and its contractor will conduct a detailed analysis of each identified hazard and its potential consequences. The City of Burlington Transit Manager will work with the contractor's Chief Safety Officer and management to analyze the risk through a series of steps.

They will document a complete description of the hazard and gather supporting documentation, including photos and videos. In partnership with the contractor, the City of Burlington Transit Manager and if necessary, the Safety Committee, will develop a suggestion to resolve and eliminate or mitigate the hazard.

If a hazard cannot be eliminated, the safety risk must be managed. An analysis of the risk in terms of how likely it is to happen (probability or frequency) and how bad it could be (severity) will be conducted jointly by the contractor and the City of Burlington Transit Manager.

1. Risk Probability

The definition of risk probability is the likelihood that the consequence of the hazard might occur, considering the worst foreseeable - but credible - condition. In determining risk probability, safety management staff must include existing mitigations. The subjective measure is ranked as follows:

Likelihood of Occurrence of the Consequence		
<i>Qualitative Definition</i>	<i>Meaning</i>	<i>Value</i>
Frequent	Likely to Occur Frequently in the life of an item	A
Probable	Likely to Occur Several Times in the life of an item	B
Occasional	Likely to Occur Sometime in the life of an item	C
Remote	Very Unlikely to Occur in the life of an item	D
Improbable	Almost inconceivable that the event will occur in the life of an item	E

2. Risk Severity

Risk severity is the anticipated effect of a consequence of the hazard should it materialize. It is a

subjective assessment of the damaging potential of the consequence of the hazard under the worst foreseeable – but credible – condition. In determining the severity of a risk, staff will consider existing mitigations. Risk severity is categorized as follows:

Severity of the consequence if it were to materialize		
<i>Definition Category</i>	<i>Meaning</i>	<i>Value</i>
Catastrophic	Could result in one (1) or more of the following: death, permanent total disability, irreversible significant environmental impact, or monetary loss equal to or exceeding \$10M.	1
Critical	Could result in one (1) or more of the following: permanent partial disability, injuries or occupational illness that may result in hospitalization of at least three (3) personnel, reversible significant environmental impact, or monetary loss equal to or exceeding \$1M but less than \$10M.	2
Marginal	Could result in one (1) or more of the following: injury or occupational illness resulting in one (1) or more lost workday(s), reversible moderate environmental impact, or monetary loss equal to or exceeding \$100K but less than \$1M.	3
Negligible	Could result in one (1) or more of the following: injury or occupational illness not resulting in a lost workday, minimal environmental impact, or monetary loss less than \$100K.	4

3. Risk Assessment Matrix

The Risk Assessment Matrix calculates the risk level based on the risk probability and risk severity analysis. The risk assessment enables Link Transit to evaluate the acceptability of the safety risk and prioritize safety risk mitigation efforts.

The Risk Assessment Matrix, and the corresponding color code tolerability key, are as follows:

Risk Assessment Matrix

	Severity			
<i>Likelihood</i>	1 (Catastrophic)	2 (Critical)	3 (Marginal)	4 (Negligible)
A (Frequent)	1A	2A	3A	4A
B (Probable)	1B	2B	3B	4B
C (Occasional)	1C	2C	3C	4C
D (Remote)	1D	2D	3D	4D
E (Improbable)	1E	2E	3E	4E

Tolerability Color Code

“Tolerability”, based on identified severity and likelihood.	
	Unacceptable under the existing circumstances.
	Acceptable based upon existing or proposed mitigations.
	Acceptable with senior management informed approval.

4. Risk Impact

Risk Impact describes the effects or consequences of the risk associated with the hazard.

Safety Risk Mitigation

When City of Burlington or contractor employees identify a hazard, City and contractor staff will track the hazard in a Safety Risk Register log using the FTA template available at: <https://www.transit.dot.gov/regulations-and-guidance/safety/public-transportation-agency-safety-program/sample-safety-risk-2>. The log describes the risk, the rating of the risk, and the actions that staff will take to address it.

The hazard will be rated with an “as reported” risk assessment ranking. Safety management staff will conduct a re-evaluation after implementing an appropriate mitigation strategy. Re-evaluation will be conducted after an agreed upon period of time to monitor the mitigation strategy. During the re-evaluation, staff will evaluate each action of the mitigation strategy to determine if it should be continued, modified, or discontinued. Staff will use the Safety Risk Register to identify next steps and actions to be taken and will monitor completion of new action items.

Special Considerations – Infectious Disease Prevention and Mitigation

The Link Transit contractor shall have the equipment and policies ready to enact to maintain a strict level of sanitation and disease mitigation. These policies include a more rigorous cleaning of vehicles using Food and Drug Administration (FDA) and FTA approved methods and an increased focus on personal hygiene and social distancing.

The City of Burlington remains committed to the safety and wellbeing of its employees, the contracted staff and passengers. In times of infectious outbreak, we have the ability to increase the frequency that the high-touch areas on all our regular service and demand response vehicles are sanitized, encourage passengers to socially distance on transit vehicles, and adjust service levels to meet differing public demand. Furthermore, the City of Burlington remains prepared to receive guidance from local and federal authorities including the FTA, county, state, and federal Occupational Safety and Health Administration (OSHA), and with Alamance County Public Health officials to ensure that safety. The City of Burlington as well as the Link Transit contractor are prepared to adjust service and policies as new events emerge and take steps to ensure the highest levels of safety for staff and passengers.

The City of Burlington understands that the contractor’s employees can meet changing health and safety guidelines through the methods deemed appropriate and necessary at the discretion of their designated Safety Officer with collaboration from the City’s Accountable Executive (including but not limited to):

- Infrared temperature checks for all employees at the start of each shift.
- Physical social distancing reminders and barriers.
- Mask requirements for operators while behind the wheel or in other high-traffic areas.

Special Considerations – Assaults on Transit Workers

On September 25, 2024, FTA issued [General Directive 24-1: Required Actions Regarding Assaults on Transit Workers](#). The General Directive required transit agencies subject to FTA's [Public Transportation Agency Safety Plans \(PTASP\)](#) regulation to conduct a safety risk assessment, identify safety risk mitigations or strategies and provide information to FTA via [SMS Report](#) on how they are assessing, mitigating and monitoring the safety risk associated with assaults on transit workers.

On January 16, 2025, FTA published [Responses to General Directive 24-1](#). FTA's initial analysis of agency responses shows more than two-thirds of transit agencies determined that safety risk mitigations are necessary to reduce the risk of assaults on transit workers, and these agencies are working to roll out a variety of mitigation measures.

On June 26, 2026, FTA published the [General Directive 24-1 Effective Mitigation Practices Fact Sheet](#). The fact sheet provides insights into the challenges and effectiveness experienced by transit agencies when using de-escalation training, operator barriers, patrol strategies, and policies and procedures to reduce assaults on transit workers and improve safety. The fact sheet highlights the four most commonly used mitigation strategies transit agencies reported in their responses to General Directive 24-1, including:

- De-escalation Training: Teaches frontline staff how to manage conflict and resolve passenger disputes safely.
- Physical Barriers: Installs shields and partitions around operator seats to block physical attacks.
- Security Presence: Increases law enforcement or transit security personnel on vehicles and in stations.
- Policies and Procedures to ensure that all contracted transit workers are following appropriate procedures to minimize conflicts.
- Patrols Strategies utilizing Burlington Police Department officers to patrol Link Transit vehicles on an unannounced basis.

The City of Burlington will use the FTA provided tools to ensure that there is zero tolerance for assaults on transit workers, including following General Directive 24-1 to ensure that the Link Transit contractor is taking all appropriate measures to protect the transit work force.

Safety Risk Reduction

The City of Burlington Transit Manager will continue to work with contractor to identify and implement training and best practice methods to reduce the rate of significant safety events over a rolling three (3) fiscal-year period. Additionally, reporting of both the risk targets and reduction targets will include two new categories – first, a rate per VRM to track assaults against transit and transportation employees. The FTA defines assault against transit operators in two categories; verbal assault, including things like threats, harassment, and intimidation, and physical assault, which include instances like spitting or coughing on an operator, striking an operator with bodily parts or an object, and using or threatening to use a weapon against an operator. The second category that Link Transit contractor will track is a rate per VRM of

accidents involving transit vehicles that were determined to be caused by situational visibility impairment.

The Link Transit Safety Committee will continue to operate in close partnership the City of Burlington Transit Manager to keep to goals set in this plan. These goals will be met in part by the creation and tracking of recurring contractor safety training programs, for both operations and maintenance personnel, which will include specific situational de-escalation training. The City of Burlington will continue monitoring the respective safety plans from our contractor to ensure compliance with FTA requirements. **The Committee shall meet at a minimum of every quarter, four (4) times a year by the end of each quarter.**

The separate tracking methods for Link Transit services are outlined as follows, with rolling three-fiscal-year goals.

Safety Risk Reduction Targets

	Fatalities	Assaults on Operators	Injuries	Safety Events	System Reliability
Fixed Route Transit Bus	Rate per 100k VRM	Rate per 100k VRM	Rate per 100k VRM	Rate per 100k VRM	VRM between Failures
FY25-26	0	≤1	≤0.142	≤0.183	≥28,800
FY26-27	0	0	≤0.131	≤0.18	≥31,000
FY27-28	0	0	≤0.12	≤0.177	≥32,500
Demand Response	Rate per 100k VRM	Rate per 100k VRM	Rate per 100k VRM	Rate per 100k VRM	VRM between Failures
FY25-26	0	0	≤0.191	≤0.228	≥130,500
FY26-27	0	0	≤0.186	≤0.19	≥125,000
FY27-28	0	0	≤0.18	≤0.185	≥119,500

6. Safety Assurance

Safety Performance Monitoring and Measurement

Standard System Monitoring for Compliance

The Link Transit contractor has installed independent CAD/AVL systems on every vehicle responsible for providing fixed route and demand response services. Staff monitors vehicle operations regularly and conducts spot checks in the field to ensure that operators are conducting themselves in a safe and professional manner.

The Link Transit contractor also monitors safety performance and submit reports to the City of Burlington Transit Manager and the agreement with the Link Transit contractor includes reporting requirements.

Required reporting data, monthly, includes, but not limited to: customer feedback, accidents and incidents,

fleet preventive maintenance, and road call activity. The Link Transit contractor are contractually obligated to provide the following safety information:

- **Daily Accident/Incident Reporting:** The contractor staff will email the City of Burlington Transit Manager, a daily accident/incident report within 24 hours of each accident/incident that occurs on a Link Transit route or service. Any major accident involving injuries or significant damage to Link Transit vehicles will be immediately reported through direct person-to-person contact. The contractor uses a contact list to reach the City of Burlington Transit Manager in the event of a major accident.
- **Daily Road Call/Missed Trip/Incident Report:** The contractor must track all road calls, missed trips, and incidents within 24 hours of the event and report via a monthly report submitted to the City of Burlington Transit Manager. Missed trips and major incidents are reported to City of Burlington Transit Manager immediately via email.

The City of Burlington Transit Manager will observe trends that indicate whether the contractor is not performing. For example, if there is an increase in accidents or road calls, The City of Burlington Transit Manager will issue a formal letter to the contractor notifying them of non-compliance with the contract. The Link Transit may also seek liquidated damages as allowed under the agreement when the contractor is out of compliance.

The City of Burlington Transit Manager works closely with contractor to improve performance and to ensure safe and reliable transit services.

The contractor safety plan will provide more information about the performance monitoring activities for the contractor. In addition, contractor are required to hold regular safety meetings with their employees, as well as form a Safety Committee and staff that committee at least four (4) times a year.

Identification of Mitigations that may be Ineffective, Inappropriate, or Incorrectly Implemented

The City of Burlington Transit Manager will conduct monitoring to identify safety risk mitigations that may be ineffective, inappropriate, or were not implemented as intended. Monitoring may include safety audits at contractor operational and/or maintenance locations, maintenance audits of City and/or contractor-owned vehicles maintained by contractor, and site visits to bus stops that have had safety improvements to assess effectiveness. The City of Burlington Transit Manager will work with the contractor's Chief Safety Officer to identify the root cause of any identified failure, address the issue, and implement appropriate solutions. The SMS Executive is responsible for reviewing the results of monitoring implemented safety risk mitigations and determining measures to take when a mitigation is insufficient. The City of Burlington Transit Manager will be responsible for monitoring the contractor's progress in addressing the issue.

Investigation of Safety Events

This is the process for conducting investigations for safety events to identify causal factors:

1. A contractor or public safety officer notifies the City of Burlington Transit Manager of the safety event.
2. The City of Burlington Transit Manager request video of the event and a written report from the Contractor Chief Safety Officer for the relevant contractor.
3. The City of Burlington Transit Manager review the submitted materials.
4. The City of Burlington Transit Manager meets with the contractor to discuss the event, determine the root cause, and identify next steps. This information is documented in the Safety Risk Register.
5. The City of Burlington Transit Manager monitors and reviews the relevant records to track contractor due dates and deliverables and confirm that next steps are completed.

6. Once all action items are completed, staff closes the record and the review is completed.

Monitoring Internally Reported Safety Information

The City of Burlington Transit Manager monitor information reported by the contractor through its monthly reports. If an event occurs that requires review, response, and contractor resolution, The City of Burlington Transit Manager will be responsible for following up with the contractor to ensure that they took the proper steps to mitigate the safety risk and to collect any supporting documentation.

7. Safety Promotion

Competencies and Training: Link Transit Employees

All City of Burlington employees as well as the contractor employees are given an Employee Handbook. Whenever a policy is updated, the City of Burlington and its contractor will update materials and redistribute the new materials superseding older information.

The City of Burlington seeks out and supports training specifically for employees responsible for safety. This includes training from FTA, the Transportation Safety Institute, the National Transit Institute (NTI), and at industry conferences.

Competencies and Training: Operations and Maintenance Contractor

Per the agreement with the contractor, they are responsible for requiring that all employees complete their training program.

The contractor are responsible for implementing all aspects of their training program throughout the term of the agreement. Training shall include courses and instruction in all aspects of the operation and maintenance of services. Any material changes to the contractor's training program requires City of Burlington Transit Manager's prior review and written approval. Training must include:

1. **ADA Sensitivity Training.** The contractor shall require vehicle operators, dispatch personnel, schedulers, public contact personnel, and supervisory employees to complete ADA sensitivity training to better prepare those employees to address situations relating to the physical and cognitive disabilities of passengers. This training should give particular emphasis to situations that may arise in working with clients who experience cognitive or psychiatric impairments.
2. **Drug and Alcohol Program.** The contractor shall require that all safety-sensitive employees, as defined by the FTA, complete drug and alcohol training in accordance with 49 CFR Part 655. In addition, contractor shall provide a Drug and Alcohol Program Manager who has been trained, through an FTA-approved Drug and Alcohol Program Management course, within ninety (90) days after contract award, or as soon thereafter as practical, based on course availability.
3. **Required Safety and Security Training.** The contractor shall provide the following safety and security training including annual refresher training, maintained in a separate employee file:
 - i. Emergency Response training for all employees.
 - ii. National Incident Management System (NIMS) training and Incident Command System (ICS) training for contractor management as specified in Section 316B(a).
 - iii. Training in Link Transit and contractor policies, procedures, and protocols, including safety,

- security and incident response plans for all employees, position appropriate.
- iv. OSHA-required training (i.e., Occupational Safety and Health Training, Personal Protective Equipment, Drug-Free Workplace, Lock Out Tag Out, Confined Spaces, Hazardous Communications, etc.).
- v. De-escalation training (i.e., Crisis Prevention Institute training, Verbal Judo, SAMHSA Safe Scene training, or other training designed to reduce conflict and respond to potential crises situations).

Timing of Training. The contractor shall implement its training program in a way that will assure that vehicle operator training is not conducted during peak service hour periods at the expense of providing on-time revenue service.

Costs of Training. The contractor acknowledges and agrees that all costs of training required for this agreement are included in its budget proposal incorporated into the agreement as Exhibit B, including the cost of training associated with any new vehicles.

Post Training Testing Program. The contractor shall, on a regular basis throughout the term of the agreement, conduct the post-training testing program developed by contractor to ensure that the information provided during training was understood and absorbed by the employees. Any employee who receives a failing grade will be required to receive additional training and testing until that employee receives a passing grade. Until the employee receives a passing grade, contractor shall not permit that employee to perform any function that could jeopardize the safety of the Link Transit or the Link Transit's customers.

For more information about the contractor's training programs and procedures, see the contractor safety plan, available from the City of Burlington Transit Manager.

Safety Communication

The City of Burlington expects the Chief Safety Officer for the contractor to be responsible for holding regular safety meetings and trainings for bus operators assigned to Link Transit's routes and services. Detailed safety communication plans are included in the contractor's safety plan and shall supplement this ASP. The contractor will document their safety communication program objectives, content, target audience, format, frequency, and ways to ensure understanding. The City of Burlington Transit Manager shall monitor safety trainings, and the Safety Committee and information through the monthly coordination meetings. Safety is a standing item on the meeting agenda.

8. Additional Information

The City of Burlington and its contractor will retain the above information for at least three (3) years (electronically). It can be made available by request from the FTA, or other Federal entity, a Public Records Act request, or a State Safety Oversight Agency having jurisdiction.

Supporting Documentation

The following documentation has been referenced or used to implement or carry out this ASP and will be included is the contract between the City of Burlington and its transit operations and maintenance contractor.

List of Definitions of Special Terms Used in this ASP

- **Accident** means an Event that involves any of the following: A loss of life; a report of a serious injury to a person; a collision of public transportation vehicles; a runaway train; an evacuation for life safety reasons; or any derailment of a rail transit vehicle, at any location, at any time, whatever the cause.
- **Accountable Executive** means a single, identifiable person who has ultimate responsibility for carrying out the Public Transportation Agency Safety Plan of a public transportation agency; responsibility for carrying out the agency's Transit Asset Management Plan; and control or direction over the human and capital resources needed to develop and maintain both the agency's Public Transportation Agency Safety Plan, in accordance with 49 U.S.C. 5329(d), and the agency's Transit Asset Management Plan, in accordance with 49 U.S.C. 5326.
- **Assault against a Transit Operator** means any verbal or physical acts of violence or threats or intimidation of violence toward a public transit operator while on duty, regardless of whether they are operating a vehicle at the time of the altercation.
- **Event** means any Accident, Incident, or Occurrence.
- **Hazard** means any real or potential condition that can cause injury, illness, or death; damage to or loss of the facilities, equipment, rolling stock, or infrastructure of a public transportation system; or damage to the environment.
- **Incident** means an event that involves any of the following: a personal injury that is not a serious injury; one or more injuries requiring medical transport; or damage to facilities, equipment, rolling stock, or infrastructure that disrupts the operations of a transit agency.
- **Investigation** means the process of determining the causal and contributing factors of an accident, incident, or hazard, for the purpose of preventing recurrence and mitigating risk.
- **National Public Transportation Safety Plan** means the plan to improve the safety of all public transportation systems that receive Federal financial assistance under 49 U.S.C. Chapter 53.
- **Occurrence** means an Event without any personal injury in which any damage to facilities, equipment, rolling stock, or infrastructure does not disrupt the operations of a transit agency.
- **Operator of a public transportation system** means a provider of public transportation as defined under 49 U.S.C. 5302.
- **Performance measure** means an expression based on a quantifiable indicator of performance or condition that is used to establish targets and to assess progress toward meeting the established targets.
- **Performance target** means a quantifiable level of performance or condition, expressed as a value for the measure, to be achieved within a time period required by the FTA.
- **Public Transportation Agency Safety Plan** means the documented comprehensive ASP for a transit agency that is required by 49 U.S.C. 5329 and Part 673.
- **Risk** means the composite of predicted severity and likelihood of the potential effect of a hazard.
- **Risk mitigation** means a method or methods to eliminate or reduce the effects of hazards.
- **Safety Assurance** means processes within a transit agency's Safety Management System that function to ensure the implementation and effectiveness of safety risk mitigation, and to ensure that the transit agency meets or exceeds its safety objectives through the collection, analysis, and assessment of information.
- **Safety Management Policy** means a transit agency's documented commitment to safety, which defines the transit agency's safety objectives and the accountabilities and responsibilities of its employees in regard to safety.
- **Safety Management System** means the formal, top-down, organization-wide approach to managing safety risk and assuring the effectiveness of a transit agency's safety risk mitigation. SMS includes systematic procedures, practices, and policies for managing risks and hazards.
- **Safety performance target** means a performance target related to safety management activities.
- **Safety Promotion** means a combination of training and communication of safety information to support SMS as applied to the transit agency's public transportation system.
- **Safety risk assessment** means the formal activity whereby a transit agency determines Safety Risk

Management priorities by establishing the significance or value of its safety risks.

- **Safety Risk Management** means a process within a transit agency's ASP for identifying hazards and analyzing, assessing, and mitigating safety risk.
- **Safety Risk Reduction** means the developed goals to reduce safety incidents, measured by vehicle miles, as well as the plans to reduce said incidents.
- **Serious injury** means any injury which: (1) Requires hospitalization for more than 48 hours, commencing within 7 days from the date when the injury was received; (2) Results in a fracture of any bone (except simple fractures of fingers, toes, or noses); (3) Causes severe hemorrhages, nerve, muscle, or tendon damage; (4) Involves any internal organ; or (5) Involves second- or third-degree burns, or any burns affecting more than 5 percent of the body surface.
- **Transit agency** means an operator of a public transportation system.
- **Transit Asset Management Plan** means the strategic and systematic practice of procuring, operating, inspecting, maintaining, rehabilitating, and replacing transit capital assets to manage their performance, risks, and costs over their life cycles, for the purpose of providing safe, cost-effective, and reliable public transportation, as required by 49 U.S.C. 5326 and 49 CFR Part 625.

List of Acronyms Used in this ASP

- **CAD/AVL** means a Computer-Aided Dispatch and Automatic Vehicle Location program.
- **FTA** means the Federal Transit Administration.
- **NTD** means the National Transit Database.
- **OSHA** means the Occupational Safety and Health Administration.
- **SMS** means the Safety Management System.
- **BGMPO** means the Burlington Graham Metropolitan Planning Organization.



Burlington City Council Meeting

Tuesday, October 6, 2026

7:00pm

Municipal Building Council Chamber

425 S. Lexington Avenue, Burlington, NC

www.BurlingtonNC.gov/councilpackets

ACTION

Call to Order Mayor Beth Kennett

Invocation Mayor Beth Kennett

Proclamation Fire Prevention Week – October 4-10, 2026

Code of Ethics Disclosing Conflicts of Interest City Clerk, Beverly Smith *(No Conflicts Reported)*

Approval of Minutes *(Minutes Approved)*

- August 18, 2026, City Council Meeting
- August 20, 2026, City Council Goal Setting Retreat
- September 1, 2026, City Council Meeting

Additions to Consent Agenda *(Additions Approved)*

- **Item F:** Adoption of Link Transit Updated Public Transportation Agency Safety Plan
- **Item G:** Set a Public Hearing for Economic Development Incentives for Project Monty
- **Item H:** 2026 Regular City Council Meeting Schedule Amendments

Adoption of Agenda *(Agenda Adopted)*

Consent Agenda *(Consent Agenda Approved)*

- A.** To approve a temporary street closure in downtown Burlington for the Downtown Monster Mash Special Event on Friday, October 16, 2026, beginning at 2:00pm until 9:00pm at the following locations:
 - Main Street from Davis Street to Front Street
 - Front Street from Worth Street to Spring Street (closure at Lot #2 access)
 - Davis Street from Main Street to Spring Street
- B.** To adopt a Resolution authorizing the donation of surplus fire equipment pursuant to N.C.G.S. §160A-274 and authorize the Fire Chief to execute the Equipment Donation Agreements with Alamance Community College and the International Representative for the Buenos Aires Fire Academy for the donation of fifty-five (55) MSA Fire Hawk Self-Contained Breathing Apparatus (SCBA's) to these entities.
- C.** To approve Budget Amendment 2027-08 for the Police Department to accept funds donated from the Melvin Hall Fund.
- D.** To approve a North Carolina Lighting Agreement between the City of Burlington and Duke Energy for the Downtown Streetscape Phase 1 Project and approve associated Budget Amendment 2027-09 contingent upon approval from the Legal and Finance Department.

- E. To award a contract to Central Builders, Inc., of Mebane and approve associated Budget Amendment 2027-10 for the construction of a reserve equipment storage building at the Burlington Fire/Police Training Center on Stone Quarry Road.
- F. To adopt the Link Transit Updated Public Transportation Agency Safety Plan.
- G. To set a date of public hearing for October 20, 2026, for the City Council to consider economic development incentives for Project Monty.
- H. To adopt an amended 2026 City Council Regular Meeting Schedule with the following changes:
 - Reschedule November 2, 2026, Work Session to November 16, 2026
 - Cancel November 3, 2026, City Council meeting due to Election Day

Public Hearings

1. A public hearing has been scheduled for City Council to receive public comments and consider approving the proposed FY2025-2026 Consolidated Annual Plan Evaluation Report (CAPER) for the Community Development Program.

(Approved)

2. A public hearing has been scheduled for City Council to receive comments on FTA Section 5310 and State Urban Match grant funding opportunity and authorize the submission of the grant application to the North Carolina Department of Transportation.

(Resolution Adopted)

3. A public hearing has been scheduled for City Council to consider a request to amend an existing Conditional Mixed Use (MX 827) zoning district located at 1050 Old Glencoe Road that consists of one parcel of land totaling 128.69 acres. The property is located on the north side of West Old Glencoe Road, west of the intersection of NC 62 Highway and West Old Glencoe Road, and it consists of Alamance County Tax Identification Number 140418.

(Continued to November 17, 2026)

4. A public hearing has been scheduled for City Council to consider rezoning properties from the Medium Density Residential (MDR) zoning district to the Planned Development (PD) zoning district. The properties are located on the north and south side of 400 block of East Old Glencoe Road, immediately east of the intersection with NC 62 Highway and the East Old Glencoe Road intersection. The entire development site, which totals 131.75 acres, is addressed as 0 North NC 62 Highway and 493 East Old Glencoe Road, and consists of Alamance County Tax Identification Numbers (PIDs) 140772, 140768, 140868, 140869 and 140870.

(Approved)

Public Comments

Comments included in official minutes.

City Council Comments

Comments included in official minutes.

Adjourn

The meeting adjourned at 8:43 pm