

SECTION 4

DEVELOPING AN EMERGENCY OPERATIONS PLAN

An effective public transportation emergency operations plan defines, in a straightforward manner, who does what, when, where, and how to mitigate, prepare for, respond to, and recover from major occurrences with the potential to result in harm, destruction, and disruption. Typically, emergency operations plans in the public transportation environment address a range of incidents, including the following:

- Standard calls for assistance handled entirely by transit employees (e.g., a minor accident with no injuries, disorderly passenger, or lost child);
- Minor incidents that require local responders (e.g., an injured employee or passenger or a traffic accident with injuries);
- More serious or specialized incidents that require dedicated personnel and equipment (e.g., a leak in an alternative fueling facility);
- Incidents that will require multiple responders and perhaps the initiation of regional support (e.g., a major traffic accident, a major industrial accident involving hazardous materials and/or fire, a collision with school bus or freight train, or a mass shooting);
- Major emergency calls for events that will overwhelm local, regional, and mutual aid resources and will require state and perhaps federal resources (e.g., natural disaster), and finally;
- Incidents resulting from terrorism and/or extreme violence that require federal authority and assistance and may involve weapons of mass destruction (WMD), including chemical, biological, radiological, or nuclear (CBRN) agents.

Community events also can require the assistance of transit agencies to support evacuation (including the evacuation of mobility-impaired citizens), transportation of supplies and equipment, traffic control and routing, crowd management, plowing and towing, public information, the provision of specialized services (e.g., machine tooling, welding, metal sawing, and dispatching) and equipment (e.g., metal saws, backhoes, front-loaders, and cranes), and general public assistance.

Effective emergency operations plans usually are supplemented with emergency procedures. These procedures (developed jointly by transit operations, safety, and transit police/security) guide activities during response to and recovery from

an emergency and include specific actions to be administered by train/bus operators, dispatchers, maintenance personnel, track/signal/engineering personnel, media staff, police/security officers, and safety personnel.

The length of the emergency operations plan can vary. Some transit agencies create a basic emergency operations plan to document the IMO and other activities to be performed in the event of an emergency, supplemented with incident-specific annexes describing specific activities relevant to distinct hazards (e.g., fire, flood, explosion, or earthquake). Other transit agencies prepare shorter basic emergency operations plans that reference related policies and procedures. FTA offers a set of sample transit emergency plans (see <http://transit-safety.volpe.dot.gov/security/SecurityInitiatives/Top20/default.asp>.)

As described in Section 3, the planning process for developing the transit emergency operations plan should be inclusive and incorporate the

- System's definition of emergency levels and specific requirements for activation and implementation;
- System's IMO and supporting organizational charts and contact/call-out/call-in procedures;
- General sequence of actions before, during, and after the emergency situation;
- System's plan for who will coordinate directly with local and state responders and how the coordination will take place; and
- Pre-established mutual aid and other support agreements with appropriate local and state agencies.

Creating an emergency operations plan formalizes top management's commitment. Without clear management authority and written policies and procedures, the system's activities for emergency operations will remain vulnerable to misunderstandings and confusion in the field. Heightened public accountability also encourages prudent transportation management to commit its program in writing. Documented programs

- Are more credible to employees, local law enforcement, emergency planning agencies, ridership associations, and the media. A written plan issued under executive management signature conveys a level of professionalism

and commitment appropriate to a system dedicated to the safe and secure transportation of passengers.

- Encourage identification of opportunities for preparedness enhancements; technology acquisition; operations improvements; and greater coordination within the system, with local law enforcement, with fire and emergency medical services, and/or with other response agencies.
- Can reveal weaknesses in current practices, provides a management tool to support revision of procedures, and enhances enforcement and implementation of the program.
- Can be used to train and simulate events with personnel, ensuring that employees understand what is required in various situations.
- Can be shared with local response agencies to increase their understanding of transportation operations and security priorities.
- Support brainstorming and proactive identification of what could happen and how the system ideally would like to respond.
- Can be an effective resource in an actual emergency, particularly if they include referenced checklists and facility-specific materials (e.g., blueprints and communications networks, radio procedures and pre-designated staging areas).

EMERGENCY OPERATIONS PLAN ELEMENTS

The emergency operations plan also establishes a formal process for the development, review, revision, and re-issuance of documents, in whole or in part, relating to emergency planning and procedures. The scope of a public transportation system's emergency operations plan typically addresses the following:

- **Goals and Objectives.** Describes the purposes of the plan.
- **Authority.** Identifies the owner of the plan and covers jurisdictional and legal issues.
- **Interfaces.** Describes the relationship among the emergency operations plan and other safety documentation, operating procedures, and other relevant materials; and discusses the system's written documentation in relation to plans of other external organizations.
- **Participating Agencies.** Identifies outside participating agencies, key personnel, notification procedures, agreements, functions, and responsibilities.
- **Communication and Coordination.** Describes the means, protocols, and coordination required among the system and other organizations (e.g., responding agencies and regulatory and oversight organizations) and includes procedures for handling the incident.
- **Disaster Planning.** Describes the system's role in planning for regional disasters.
- **Incident Management.** Describes the steps required to manage an incident properly.

- **Incident Evaluation.** Details the post-incident evaluation process.
- **Public/Media Information.** Describes the proactive and reactive aspects of public relations.
- **Americans with Disabilities Act (ADA) Considerations.** Addresses ADA requirements and accommodation of people with disabilities during emergency situations.
- **Training and Emergency Preparedness Drills.** Addresses employee requirements needed to respond effectively to emergency incidents.
- **Plan Management.** Describes the responsibilities for managing an emergency operations plan and updating and controlling the document.
- **References.** Lists references needed to resolve emergencies.

In addressing these issues, many public transportation emergency operations plans focus on managing activities in three main areas:

- Planning and preparing for emergencies,
- Providing a management structure for responding to emergencies/incidents, and
- Identifying lessons learned from preparedness planning and actual emergency experiences and incorporating them into the emergency operations plan.

Each of these is briefly described below.

Planning and Preparation Phase

Careful, thorough advance planning is suggested in order to respond to an emergency in a timely and effective manner. The public transportation system's written emergency procedures and agreements with other organizations (which specify jurisdictional boundaries, chain of command, coordinated communications, and training) provide management with the tools necessary for effective response. The system's preparedness directly affects its ability to respond in an emergency. Ideally, include

- Emergency response policies and procedures consistent with the system and local jurisdictions;
- Clearly defined roles and responsibilities for all parties involved in an emergency;
- Knowledge of the location and proper use of emergency equipment;
- Incorporation of emergency features in systems and vehicle design;
- Drills, exercises, and simulations of emergencies; and
- Training of public transportation system employees and employees from participating agencies.

Incident Management Phase

Effective incident management depends on the organizational structure and procedures implemented at the time of an emergency. Details of managing an incident include the following:

- Reporting the incident;
- Evaluating and establishing incident parameters;
- Notifying emergency response personnel;
- Dispatching necessary personnel and equipment to the scene;
- Coordinating the activities of emergency response personnel;
- Assessing the incident scene;
- Protecting passengers, personnel, and equipment at the incident site;
- Determining emergency care needs and establishing priorities for evacuation/repair/restoration of service;
- Maintaining the maximum possible service level;
- Determining resources (of the system and other participating agencies) to satisfy emergency priorities;
- Dispatching necessary resources;
- Evacuating passengers;
- Restoring normal operations;
- Debriefing personnel and participating agencies;
- Documenting lessons learned; and
- Incorporating lessons learned into the emergency operations plan and other elements of the public transportation system's operation and safety programs.

Organizational Learning Phase

Organizational learning is the means by which improvements are made in the response to future emergencies. Improved emergency management is realized by incorporating lessons learned from emergency exercises and actual incidents into the emergency operations plan. A significant part of this effort is the reassessment and adjustment of emergency response procedures.

DEVELOPING THE EMERGENCY OPERATIONS PLAN

Emergency operations planning involves a step-by-step analysis of how major events and disruptions affect transportation operations. Whatever the size of the transportation system, the issues remain the same: ideally, operations and communications should be readily and continuously available to passengers, employees, emergency responders, and vendors. If this capability is not satisfied, the effects on revenue, passengers, reputations, and opportunities can be devastating.

Each emergency operations plan is unique because it is devised specifically to meet the needs of an individual transportation system, based on objectives expected to be met in a time of disruption. It is a true, solutions-oriented approach

to system protection and operational integrity. The result is an executable plan that details how to maintain public transportation operations when faced with heightened awareness levels, emergency events, or other situations that result in crisis and disruption.

Emergency operations planning typically consists of a four-step process:

- Step 1. Establish the planning team;
- Step 2. Analyze capabilities and hazards;
- Step 3. Develop the plan; and
- Step 4. Implement the plan.

This process is presented in Figure 4-1. Although the needs of each transportation system may vary, this process can be expanded or contracted based on the system's level of service and existing integration into the local emergency planning and management process.

Step 1: Establish the Planning Team

In most public transportation systems, the executive director (or system head) assigns responsibility for emergency planning and preparedness. When assigning this function, it is most effective to identify one person, typically called the emergency manager (EM), as having ultimate responsibility for planning. This person may or may not be designated full-time to this function. A team of supporting personnel can then be assigned, reflecting the range of transportation departments and services.

When managing the emergency planning function, the person assuming the role of EM can coordinate important activities, such as

- Developing, revising, and updating emergency plans and policies;
- Coordinating emergency operations plan development with other transportation programs and plans;
- Managing hazard, threat, vulnerability, and criticality assessments;
- Establishing relationships with law enforcement agencies, fire and emergency medical services, and other responders, and ensuring familiarization with transportation operations;
- Coordinating emergency training and exercising programs; and
- Assessing the effectiveness of the system's emergency program.

In establishing the planning team, the executive director (or system head) probably should determine who can be an active member and who will serve in an advisory capacity. Ideally, these members are appointed in writing and their job descriptions are modified to reflect their additional responsibilities.

In determining the appropriate designation of responsibility for emergency planning, the transportation system may wish to consider which functions can best

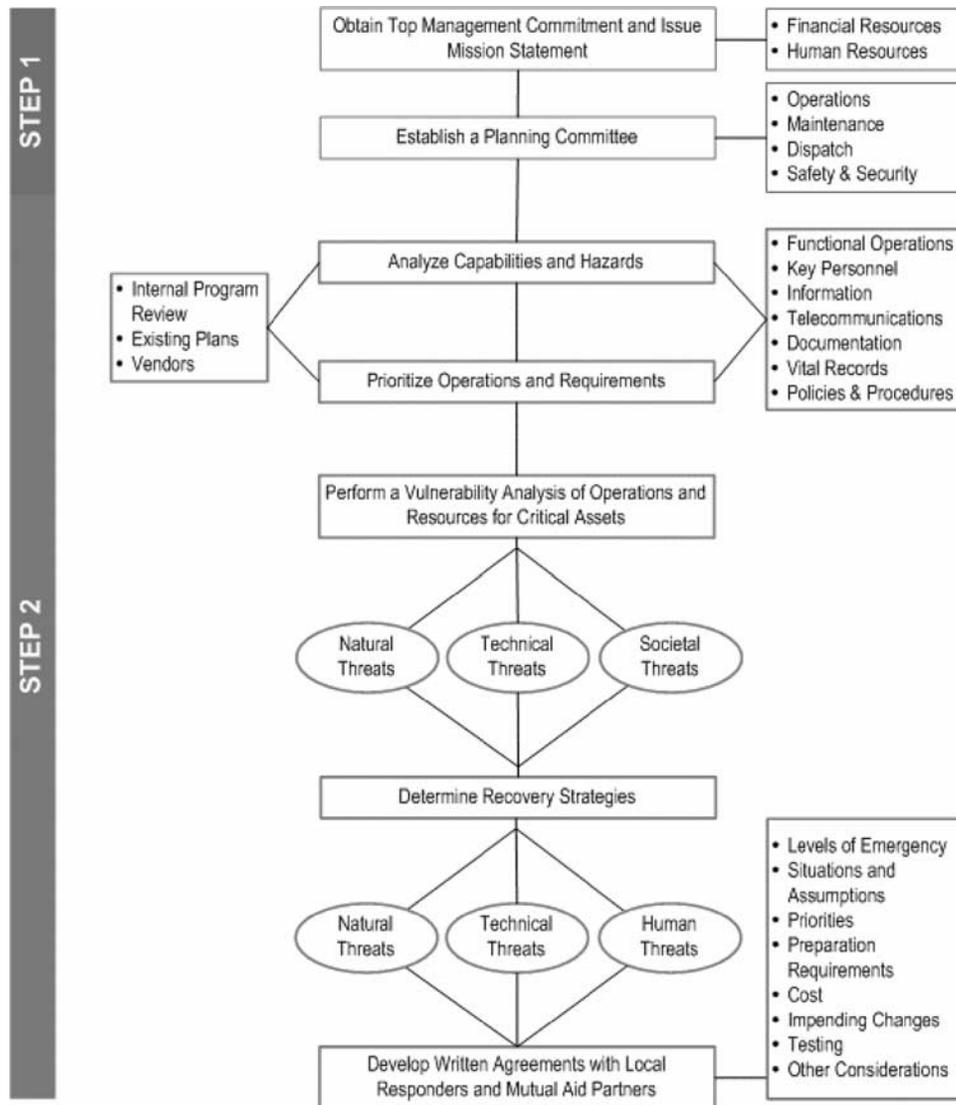


Figure 4-1. EOP process.

- Validate routine practices already in place for managing emergencies, accidents, and medical situations; working with hazardous materials; preparing for spills; and managing incidents in facilities and vehicles;
- Expand existing employee management and supervision practices to address emergency planning more fully; and
- Consolidate these practices to develop an integrated program, coordinated with local response and planning agencies, and fully reflected in system training and exercising programs.

As indicated in Figure 4-1, to complete Step 1 of the process, ideally, the executive director (or system head) should issue a mission statement to the organization that

- Defines the purpose of the plan and how it will involve the entire system;
- Establishes a high priority for the project;

- Details the authority and structure of the team;
- Enables the team to take the steps necessary to develop a plan; and
- Establishes a work schedule, planning documents/ deadlines, and budget parameters.

Step 2: Analyze Capabilities and Hazards

This step entails analyzing the system’s vulnerability to possible hazards, emergencies, and disruptions. This step requires the following activities:

- Identifying hazards that could result in emergencies. As indicated in Table 4-1, hazards typically addressed in emergency operations plans can be classified as natural, technological, and societal.
- Natural hazards often include sudden events (e.g., earthquakes and tornadoes) and “creeping disasters” (e.g., slow

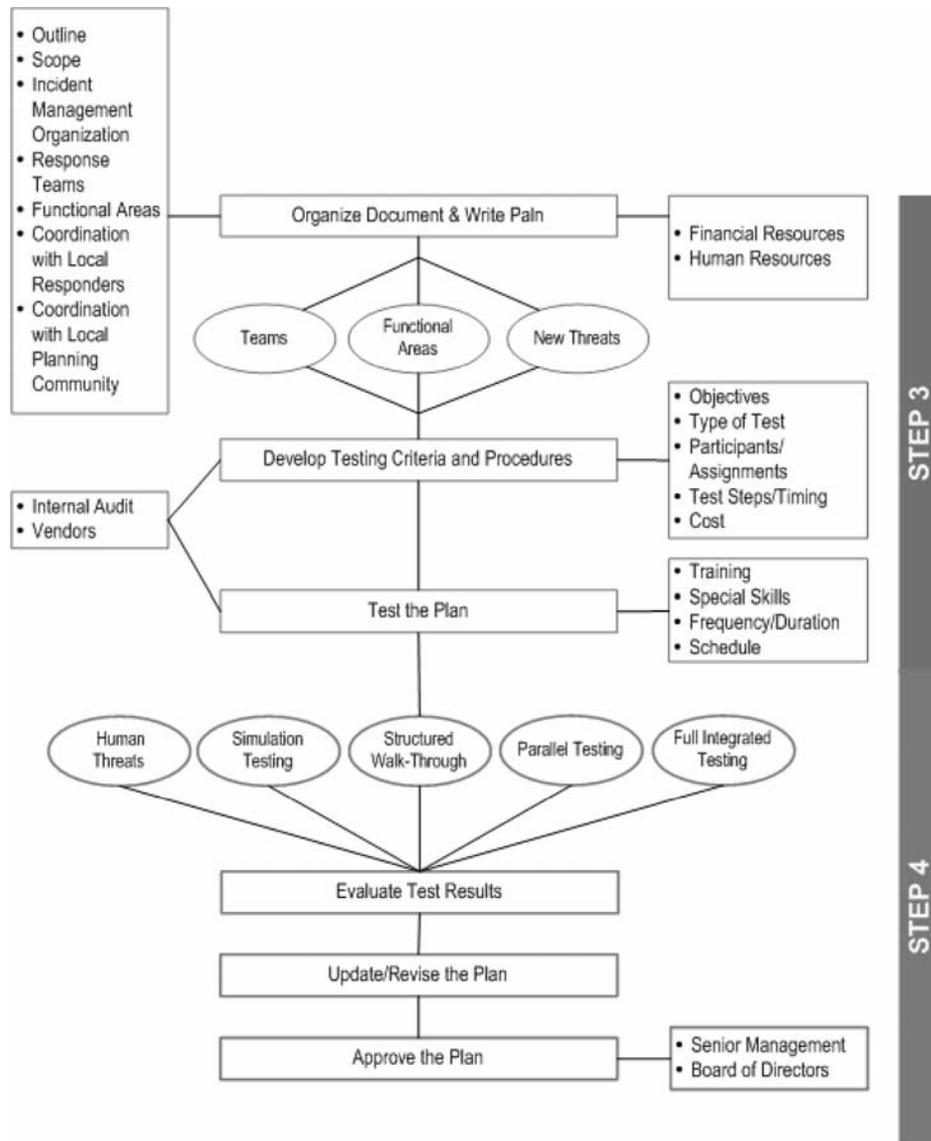


Figure 4-1. (Continued).

landslides) which may take years to develop. Between these extremes are various durations (e.g., floods that rise over several days or volcanic eruptions that go on intermittently for months). Technological disasters include explosions, toxic spills, emission of radioisotopes, and transportation accidents that may occur suddenly and without warning. Riots, terrorist incidents, and acts of extreme violence are examples of societal hazards. These events may occur with or without warning. Ideally, these hazards should be prioritized by location, likely severity, and probability of affecting critical assets.

- Review internal plans and policies established for the transportation system. Understand the current policies and procedures, and identify those that do not have a process to handle disruptions. Ideally, personnel should look for existing system documents related, but not limited, to
 - Rulebook, SOPs and emergency procedures;

- Facility evacuation plans;
- Safety and health programs and environmental policies;
- Security procedures;
- Insurance programs;
- System shut-down and start-up policies; and
- HAZMAT plans.

- Meet with government agencies, community organizations, and local utility commissions to determine their disaster recovery plans and resources available to respond. Local EMA/LEPC and local law enforcement are the primary agencies that coordinate with the transportation system.
- Identify applicable federal, state, and local codes and regulations.
- Identify the critical products, services, and operations within the public transportation system's business and network. Areas to review include

- Transportation services and the facilities and equipment needed to provide them;
- Products/services provided by suppliers, especially sole-source vendors, central to these services;
- Lifeline services, such as electrical power, water, telecommunications, data transmission facilities, and fuel; and
- Vital operations, equipment, and personnel for the continued functioning of the system.
- Identify internal resources and capabilities that may be needed in an emergency or disruption requiring contingencies. These could include
 - Personnel assigned as a fire brigade, hazardous materials response team, security, evacuation team, or the public information officer;
 - Equipment used in fire protection and suppression, communication devices, first aid supplies, warning systems, emergency power, and decontamination supplies;
 - Facilities designated as emergency operating centers, media briefing areas, shelters, and first-aid stations; and
 - Backup systems available to provide payroll, communications, passenger services, fare collection, and recovery support.
- Identify challenges and prioritize activities; then determine how the system will address the problem areas and resource shortfalls identified in the risk analysis.
- Identify external resources, such as the following, that may be needed, and determine if formal agreements may be required to define the relationships:
 - Local emergency management office;
 - Fire department;
 - Hazardous materials response organization;
 - Hospitals;
 - Local and state law enforcement;
 - Utilities;
 - Contractors/suppliers; and
 - Insurance carrier(s).
- Review all insurance policies and identify the costs and benefits of coverage.
- Develop a prioritized listing of identified vulnerabilities based on the capabilities and hazard assessments, and prepare preliminary recommendations for how vulnerabilities can be reduced through improved emergency planning.

Step 3: Develop the Plan

In preparing the emergency operations plan, the transportation system may want to

- Include an executive summary that provides an overview to senior management and employees, and addresses the following:
 - The purpose of the plan;

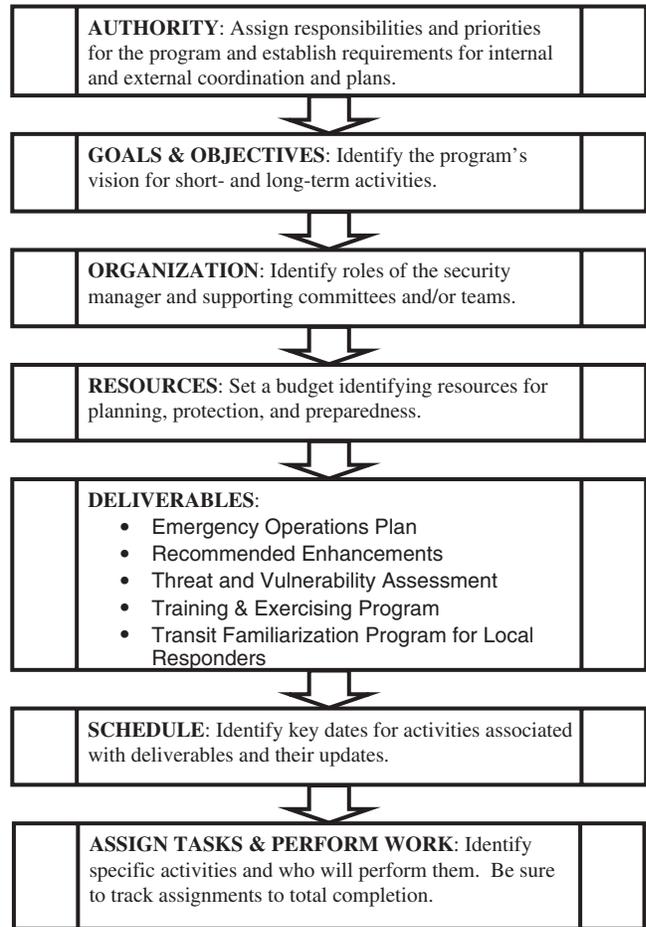


Figure 4-2. Authorized activities to develop the EOP.

- Transportation system emergency management policy;
- Roles, responsibilities, and authorization for emergency action;
- Potential emergencies addressed in the emergency operations plan; and
- Emergency management priorities and requirements.
- Identify emergency operations plan management elements, which define how the transportation system will deal with specific operational issues under various emergency situations. These elements often include
 - IMO;
 - Communications;
 - Life safety;
 - Property protection;
 - Integration with local responders;
 - Incident field response activities;
 - EOC activities;
 - Incident demobilization;
 - Restoration of service; and
 - Emergency operations plan administration.
- Include documents and checklists required for reference and to support and document implementation of the emergency operations plan.

TABLE 4-1 Hazards affecting U.S. communities

CLASS OF HAZARD	EXAMPLES
Natural	
Geological	<ul style="list-style-type: none"> • Earthquake, volcanic eruption, landslide (including rock fall, debris avalanche, mudflow), episode of accelerated erosion, subsidence
Meteorological	<ul style="list-style-type: none"> • Hurricane, tornado, ice storm, blizzard, lightning, intense rainstorm, hailstorm, fog, drought, snow avalanche
Oceanographic	<ul style="list-style-type: none"> • Tsunami (geological origins), sea storm (meteorological origins)
Hydrological	<ul style="list-style-type: none"> • Flood, flashflood
Biological	<ul style="list-style-type: none"> • Wildfire (forest or range fire), crop blight, insect infestation, epizootic, disease outbreaks
• Technological	
Hazardous Materials and Processes	<ul style="list-style-type: none"> • Carcinogens, mutagens, heavy metals, other toxins
Dangerous Processes	<ul style="list-style-type: none"> • Structural failure, radiation emissions, refining and transporting hazardous materials
Devices and Machines	<ul style="list-style-type: none"> • Explosives, unexploded ordnance, vehicles, trains, aircraft
Installations and Plant	<ul style="list-style-type: none"> • Bridges, dams, mines, refineries, power plants, oil and gas terminals and storage plants, power lines, pipelines, high-rise buildings
• Societal	
Terrorist Incidents	<ul style="list-style-type: none"> • Bombings, shootings, hostage taking, hijacking
Crowd Incidents	<ul style="list-style-type: none"> • Riots, crowd crushes, and stampedes
Source: Adapted from Hewitt, K., <i>Regions of Risk: A Geographical Introduction to Disasters</i> , Addison-Wesley-Longman, Harlow, England, 1997.	

A sample emergency operations plan table of contents is provided in Table 4-2.

Once the planning team has developed and approved an outline, the team probably should

- Write the plan. Ideally, this activity should be shared among cross-functional members of the team. Establish goals along with a timeline/schedule for preliminary drafts, review, final draft, printing, and distribution.
- Develop, schedule, and conduct training on the emergency operations plan. This is critical to the success of the planning effort.
- Gain final approval for the plan from senior management. Ideally, the plan should be distributed in both electronic and printed form. The final distribution list probably should include the Chief Executive Officer, all other officers of the system, senior management, emergency management team (EMT) members, alternate members, and emergency management supporting personnel.

Step 4: Implement the Plan

This step is more than simply exercising the plan during an emergency or business disruption; it means acting on recommendations made during the vulnerability analysis, integrating the plan into public transportation operations, training

employees, and evaluating the plan. Conduct periodic training for all employees. The training probably should include review of the procedures for the system and the individual employee, technical use of equipment, and evacuation drills and other full-scale exercises and simulations. In developing, approving, implementing, and testing plans, the checklist in Table 4-3 may be useful for public transportation personnel.

EMERGENCY PLANNING PRINCIPLES APPLIED TO PUBLIC TRANSPORTATION

In developing emergency operations plans and supporting procedures, incident-specific response plans and IMOs, public transportation agencies are encouraged to consider the following 12 objectives:

- Objective 1: Partition the incident response into easily identified and managed steps.
- Objective 2: Organize for managing an emergency on the transportation system.
- Objective 3: Develop a process for ensuring the role of public transportation executive leadership in emergency response and community decision-making during crises.
- Objective 4: Use the incident command system as a resource for organizing emergency response.
- Objective 5: Document system preparedness activity in an IRP and emergency operations plan.

TABLE 4-2 Sample EOP table of contents

<p>CHAPTER 1 - GENERAL</p> <ul style="list-style-type: none"> 1.01 Policy Statement 1.02 Introduction 1.03 Plan Objectives 1.04 Authority 1.05 Plan Maintenance 1.06 Types and Levels of Emergencies <ul style="list-style-type: none"> 1.06.1 Level I Emergency (Minor) 1.06.2 Level II Emergency (Major) 1.06.3 Level III Emergency (Catastrophic) 1.07 Types and Levels of Anticipated Events <p>CHAPTER 2 - COMMAND AND CONTROL</p> <ul style="list-style-type: none"> 2.01 Public Transportation IMO <ul style="list-style-type: none"> 2.01.1 IMO Organization Chart for Incidents <ul style="list-style-type: none"> 2.01.1.1 Level I Emergencies 2.01.1.2 Level II Emergencies 2.01.1.3 Level III Emergencies 2.01.2 IMO Organization Chart for Winter Operations 2.01.3 IMO Organization Chart for Special Events 2.02 Level III Incident Management Team <ul style="list-style-type: none"> 2.02.1 Bus and Rail Administration Joint Command 2.02.2 Planning Section 2.02.3 Operations Section 2.02.4 Security Section 2.02.5 Safety Section 2.02.6 Finance Section 2.02.7 Public Information Section 2.02.8 Customer Service Section 2.02.9 Logistics Section 2.03 External Support Services 2.04 Emergency Operations 2.05 Event Operations

- Objective 6: Slow the onset of an emergency by planning for natural disasters and special events and early recognition of potential terrorism indicators.
- Objective 7: Institute a system of command and control as early as possible.
- Objective 8: Integrate intelligence into the initial response.
- Objective 9: Coordinate the support of rescue activity and management of fatalities.
- Objective 10: Coordinate participation in local traffic control decision-making.
- Objective 11: Support site safety/security and damage assessment.
- Objective 12: Support system-wide safety and security.

Each of these objectives is discussed below.

Objective 1: Partition the Incident Response Into Easily Identified and Managed Steps

Build emergency operating procedures and checklists around the steps typically used in handling any emergency incident in the public transportation environment, including

- Reporting the incident;
- Evaluating and establishing the boundaries for the incident;

- Notifying emergency response personnel;
- Dispatching necessary personnel and equipment to the scene;
- Coordinating activities of public transportation response personnel;
- Assessing the incident scene;
- Protecting passengers, personnel, and equipment at the incident site;
- Determining emergency care needs and establishing priorities for evacuation/repair/restoration of service;
- Maintaining the maximum possible service level;
- Determining the resources available to satisfy emergency priorities;
- Dispatching necessary resources;
- Coordinating emergency activities at the incident site;
- Clearing the incident site;
- Restoring normal operations;
- Debriefing personnel from all departments and participating agencies; and
- Documenting lessons learned from the emergency.

Objective 2: Organize for Managing an Emergency on the Transportation System

Develop an IMO for emergency response by

TABLE 4-2 (Continued)

CHAPTER 3- COMMUNICATIONS	
3.01	Incident Management Communications
3.01.1	Response Objective
3.01.2	Communications Plan: Joint Bus/Rail and Paratransit
3.01.2.1	Radio Plan
3.01.2.2	Communication Layout Example
3.01.2.3	Incident Management Organization Phone List
3.01.3	Security Operations Post
3.01.4	Customer Service Incident Response Team
3.01.5	Facility Incident Response Team
3.01.6	Beeper Call Groups
3.01.7	Network Plan
3.01.8	CCTV
3.01.9	Bus/Rail Annual Calendar on Communications Network
3.01.10	Schedule for Incident Management Plan Maintenance
CHAPTER 4 - EMERGENCIES	
4.01	Preparation for Emergencies
4.01.1	Bomb Threat Summary
4.01.1.1	Response Objectives
4.01.1.1.1	Within a Facility
4.01.1.1.2	On a Vehicle
4.01.1.2	Bus Operators
4.01.1.3	Bus Dispatch
4.01.1.4	Road Supervisors
4.01.1.5	Operators
4.01.1.6	Controllers
4.01.1.7	Supervisors
4.01.1.8	Public Transportation Police/Security
4.01.2	Earthquakes Summary
4.01.2.1	Response Objectives – Within a Facility
4.01.2.2	Bus Operators
4.01.2.3	Dispatch
4.01.2.4	Train Operators
4.01.2.5	Rail Control
4.01.2.6	Road Supervisors
4.01.3	Fires Summary
4.01.3.1	Response Objectives – In a Facility
4.01.3.2	On a Bus
4.01.3.3	On a Train

(continued on next page)

- Designating specific supervisory personnel as on-scene transit incident commanders to direct field operations at an incident site;
- Ensuring on-scene transit incident commanders are trained and evaluated for their proficiency to assume responsibility for the coordination of response to the incident (including activities such as liaison with representatives from local response agencies, receiving and assigning public transportation personnel who report to the scene, mobilizing and staging resources, and coordinating with the public transportation EOC);
- Ensuring that if multiple incidents are occurring simultaneously, the system has a process for designating additional on-scene incident commanders at these sites;
- Designating pre-assigned incident response teams (IRTs), or equivalent units, to assist with response at specific facilities or in designated geographic areas or to manage specific types of events;
- Establishing an organizational structure for the incident response teams (or equivalent units) to ensure designation of leaders who will report directly to the on-scene transit incident commander for assignments; and
- Providing supporting members of the system's incident response team (or equivalent unit) with training on ICS operations, search and rescue, first aid and triage, and scene safety.

Objective 3: Develop a Process for Ensuring the Role of Public Transportation Executive Leadership in Emergency Response and Community Decision-Making During Crises

Develop an EOC to serve as the designated facility where incident activities are directed and coordinated by public transportation executive leadership. Complete following activities:

- Ensuring that notification and activation procedures for the EOC are clearly understood by dispatchers and executive leadership;

TABLE 4-2 (Continued)

4.01.4	Volcanic Eruption Summary
4.01.4.1	Response Objectives - Operator
4.01.4.2	Dispatch/Control
4.01.4.3	Emergency Coordinator
4.01.5	Winter Storms Summary
4.01.5.1	Response Objectives – Communications and Pre-Staging of Transportation Resources
4.01.5.2	Response Objectives – Winter Storm IMO
4.01.5.2.1	Paratransit Services
4.01.5.2.2	Bus Transportation
4.01.5.2.3	Bus Maintenance
4.01.5.2.4	Customer Service
4.01.5.2.5	Public Information
4.01.5.2.6	Rail Operations
4.01.5.2.7	Fare Inspection
4.01.5.2.8	Security
4.01.5.2.9	Logistics
4.01.6	Floods/High Wind/Tornado Summary
4.01.6.1	Response Objectives - Isolated Area
4.01.6.2	Widespread Area
4.01.7	Medical Emergencies Summary
4.01.7.1	Response Objectives – In a Facility (Single Injury)
4.01.7.2	In a Facility (Multiple Injuries)
4.01.7.3	On the Road (Catastrophic)
4.01.8	Hazardous Material Incident/Spill Summary
4.01.8.1	Response Objectives – Vapor Cloud in Facility
4.01.8.2	On the Road
4.01.9	Transportation Accident Summary
4.01.9.1	Response Objectives – On the Road
4.01.9.2	During Transport
4.01.10	Power Failure Summary
4.01.10.1	Response Objectives
4.01.11	Telecommunications Failure Summary
4.01.11.1	Response Objectives
4.01.12	Civil Disturbance Summary
4.01.12.1	Response Objectives
4.01.13	Hostage Situation Summary
4.01.13.1	Response Objectives

- Coordinating activation and staffing of the EOC with the local community EOC (in a community emergency);
- Designating, if possible, a representative of the public transportation system to be co-located at the community EOC upon its activation;
- Making provisions to ensure that the public transportation EOC, once activated, will be staffed at all times with personnel authorized to make decisions, both within the system’s organizational structure, and in coordination with local, regional, and state government agencies and businesses;
- Ensuring, for multimodal systems, that the EOC supports joint coordination between bus and rail activities, with immediate access to both bus and rail dispatch and field supervisors;
- Ensuring that the public transportation EOC includes all emergency documentation for the affected area, as well as information on mutual aid agreements and local jurisdictional capabilities; and
- Designating a back-up facility/location in case the initial EOC site is destroyed, contaminated, or otherwise rendered unusable.

Objective 4: Use the Incident Command System as a Resource for Organizing Emergency Response

Use the incident command system to provide a strategic management process for

- Analyzing the incident situation;
- Protecting the health and safety of passengers, employees, and responders;
- Protecting the system’s property and assets;
- Establishing priorities for use of available public transportation resources;
- Emphasizing the system’s need for self-sufficiency for up to 72 hours following a regional emergency or disaster;
- Fulfilling the system’s responsibilities under the mutual aid agreements with local and/or regional agencies and jurisdictions;
- Ensuring the system’s ability to provide buses and other equipment and services to local agencies on a priority basis;
- Providing re-configured emergency transportation services for the communities served by the system; and

TABLE 4-2 (Continued)

CHAPTER 5- PLANNED EVENTS
5.01 Preparation for Events
5.01.1 Rail System Construction and Maintenance
5.01.1.1 Response Objectives
5.01.2 Special Events
5.01.2.1 Response Objectives
CHAPTER 6- IMO BLANK FORMS
6.01 IC Blank Forms Use and Function
6.01.1 Summary of Plan
6.01.2 Response Objectives
6.01.3 Important Phone Numbers & Pagers by Operation Unit or Section
6.01.4 Communications Plan
6.01.5 Beeper Paging Groups
6.01.6 Resources Summary
6.01.7 Daily Meeting Schedule
6.01.8 Weather Report
6.01.9 Operational Planning Worksheet
6.01.10 Shift Log
6.01.11 District-wide Deployment Map
CHAPTER 7 - STATION AND TRANSPORTATION CENTER LAYOUTS
7.01 Rail Station Plans
7.02 Bus Transportation Center Plans
7.03 Pedestrian Plans
CHAPTER 8 - PUBLIC TRANSPORTATION FACILITY AND FLEET DIAGRAMMS
8.01 Public Transportation Facility Diagramms
8.01.1 Administration
8.01.2 Rail Operations
8.01.3 Bus Operations
8.01.4 Paratransit Operations
8.01.5 Distribution Center
8.01.6 Rented Facilities
8.02 Public Transportation Fleet Diagramms
8.02.1 Rail Car Diagramms
8.02.2 Bus Fleet Diagramms
8.02.3 Paratransit Fleet Diagramms
8.03 Road Operations Supervisors Incident Response Zones
CHAPTER 9- GLOSSARY OF TERMS

(continued on next page)

- Evaluating the system's capabilities as part of an ongoing program of emergency exercises and drills.

Objective 5: Document System Preparedness Activity in an IRP and EOP

Develop an incident response plan and emergency operations plan to ensure the continuity of public transportation service under a range of threats and conditions. Ideally, the plan

- Defines, in a straightforward manner, who does what, when, where, and how to mitigate, prepare for, respond to, and recover from special events, emergencies, or disasters;
- Provides for updated contact and on-call systems ensuring round-the-clock access to transportation decision-makers, at the strategic (management) and tactical (field) levels;
- Identifies processes for developing procedures to ensure a reasonable state of incident preparedness at the system;
- References the incident command system and uses its concepts to organize public transportation incident management and ensure coordination with emergency response and service agencies;
- Includes mutual aid and other support agreements with appropriate local and state agencies;
- Includes (or addresses) system activity to establish an EOC;
- Includes (or addresses) critical roles and responsibilities of dispatchers during emergency situations;
- Provides for identification, training, exercising, and evaluating supervisory personnel to serve as incident commanders;
- Describes the system's procedure for establishing an incident command post (ICP) and for requesting, staging, and tracking resources and personnel, including the use of staging areas;
- Describes the system's organization of personnel into IRTs, facility response teams (FRTS), or some other

TABLE 4-3 EOP checklist

EOP CHECKLIST QUESTIONS	Yes	No
GENERAL		
Have a mission statement?		
Have goals and/or objectives?		
POLICIES		
Specify process for designating an IC?		
Specify a process for designating a deputy (back-up) IC?		
Specify whom has final authority over decisions made during field response to an emergency scene?		
Specify a chain of command for public transportation leadership?		
Place limitations on the authority of the IC?		
Specify a method to change command during an emergency?		
NOTIFICATIONS		
Specify a procedure for notifications of key personnel?		
Establish a priority for who is notified?		
Require notification to central dispatch?		
Specify role of central dispatch in notification process?		
Identify the role of beeper/pager systems in notification?		
EMERGENCY NOTIFICATIONS		
Include home phone, cell phone, and pager numbers of key staff and how they are distributed?		
Identify key staff and general staff recall procedures organized by geographic proximity to public transportation locations?		
Identify specific communications systems and protocols for use only in emergencies?		
MEDIA		
Specify a PIO and a PIO alternate?		
Specify those authorized to release information other than the PIO?		
Specify process to coordinate media operations with EOC and field response?		
Specify a person or people to address rumor control?		
Address process of communicating with local community, citizens, and organizations?		
Provide training for PIO(s)?		
Specify location for media, escorting them through a security area and procedures for information flow?		

designation to ensure that the capable public transportation personnel with the right equipment arrive on the scene; and

- Provides appendixes that detail the system’s response to specific types of incidents (e.g., fires, accidents, flooding, and bomb threats).

Objective 6: Slow the Onset of an Emergency by Planning for Natural Disasters and Special Events and Early Recognition of Potential Terrorism Indicators

Work with the local community to make planning count by

- Ensuring coordinated planning for all events with warning (e.g., natural disasters and emergencies at special events), including evacuation routes, mobilization sites,

and pre-deployed resources staged throughout potentially affected areas;

- Heightening employee awareness to support recognition of potential security/terrorism event indicators (e.g., vibration, leaks and cracks in tunnels, smoke, strange odors, strange clouds or mists, out-of-place items, and unusual activity);
- Ensuring effective communication of indicators to dispatchers and supervisors and rapid implementation of agency procedures for investigation, options analysis, and decision-making;
- Mitigating consequences to passengers, system, and community through clear-headed decision-making by line and supervisory personnel; and
- Establishing the role of transportation in enforcing evacuation and quarantine orders.

TABLE 4-3 (Continued)

EOP CHECKLIST QUESTIONS	Yes	No
EVACUATION		
Provide details for evacuation, per public transportation facility?		
Provide details for evacuation, on-site, out of, and away from each public transportation facility?		
PROCESS AND AUTHORITY		
Encompass a single, comprehensive format that includes all emergencies/disasters?		
Go through the official approval process?		
Have a numbering system and identifying marker, and is there an inventory system for copies?		
Incorporate a system or procedure for documenting changes and updates?		
Provide for the operation of food services/rest facilities for staff, citizens and rescue workers?		
Address scene management considerations for security systems and perimeter barricades?		
Include regularly updated staff emergency-notification lists?		
Include a list of special medical conditions of the staff?		
Include a list of blood types available?		
Address procedures on how to handle family members who arrive at the location?		
RISK ASSESSMENT		
Provide process for identifying specific threats and vulnerabilities for the transportation system?		
Identify hot spots and evaluate equipment, including supplies, generators, fire extinguishers, first-aid procedures that are on-site?		
Provide for written recommendations to reduce risks and follow-up procedures for compliance?		
SCHEMATICS AND DIAGRAMS		
Provide copies of blueprints for public transportation facilities at a location and in a format accessible to system personnel and local responders?		
Require the identification of fire escapes, secondary fire escape doors, fire hoses, hydrants and extinguishers on these documents?		
Provide for public transportation facilities to be easily marked and identifiable to outside responders?		
Provide for quick location of keys/access cards to public transportation facilities?		
Provide for the emergency equipment to be tested on a regular basis?		
Provide staff training to operate emergency equipment?		
LOCATIONS		

(continued on next page)

Objective 7: Institute A System of Command and Control as Early as Possible

Clearly identify public transportation roles and responsibilities for incident identification and management by

- Developing and implementing protective measures at times of heightened threat or natural disaster (such measures would include early notification of transportation decision-makers, early activation of the EOC, staging of pre-deployed resources throughout the area, and assigning transportation supervisors and others with authority to make decisions at strategic locations);
- Updating contact and on-call systems ensuring round-the-clock access to transportation decision-makers, at the strategic (management) and tactical (field) levels;
- Developing and initiating the incident command system to be used by line and supervisory personnel in minor events (e.g., traffic accident, small fire, and vehicle break-down);
- Using hoaxes and surprise drills and tabletop simulations to heighten capabilities that can be applied during actual emergency response;
- Clearly delineating the roles and responsibilities of key transportation personnel and how to best integrate these personnel into the community incident management system;
- Pre-assigning roles for transportation resources and personnel in response to different types of emergencies and disasters;
- Providing a balance at the incident site between planning and flexibility with plans for initial baselines for

TABLE 4-3 (Continued)

EOP CHECKLIST QUESTIONS	Yes	No
For each major public transportation facility, does the EOP:		
• Identify a CP?		
• Identify an alternate CP?		
• Identify a media room or staging area?		
• Identify a family support area?		
• Identify a staff staging area?		
• Identify a mutual aid staging area?		
• Identify traffic control points?		
• Identify a triage area?		
• Identify area hospitals?		
• Identify equipment supplies area?		
PROCEDURES		
Specify record-keeping procedures and responsibilities?		
Specify relieving staff from non-critical functions?		
Specify procedures to account for staff, citizens, volunteers, rescue workers, etc.?		
Specify procedures for staffing in an extended emergency?		
Address coordination with local police, fire and emergency responders to identify barricade locations, traffic control for access in and out of the area by fire trucks and ambulances, crowd control, and security access?		
Identify procedures for expenditure of funds, signing of contracts, purchasing of supplies, etc.?		
Identify back-up systems for communications, including portable radios, cell phones, and pagers?		
Identify procedures to address removal of hazardous materials, stabilization of structures and buildings?		
Identify procedures for removal of EDP equipment, phones and important paper documents?		
Identify procedures for alternate storage sites of supplies, equipment, furniture, and materials retrieved?		
Provide for security at storage sites?		
Provide for procedures to review insurance policies, coverages, and notification?		
Include signing, dating and scheduling of periodic review?		
Identify employee assistance programs (EAPs) available for traumatized staff?		

everyone, including responders, and which recognize that actual responses may dictate deviations and improvisations from previously established plans; and

- Distributing strategic transportation leadership across the incident site, operations control center, EOC, and mobilization and staging locations.

Objective 8: Integrate Intelligence into Initial Response

Transit systems can participate in local information and intelligence by

- Supporting the rapid prioritization and dissemination of critical information to transportation responders;
- Supporting the rapid and coordinated identification of mobilization sites, staging areas, and traffic control plans, integrated with threat assessment and scene security requirements;
- Supporting the rapid and coordinated consideration of traffic routing alternatives and region wide coordination about traffic management and the movement of passengers;

- Supporting the rapid evaluation of options for system shut-down, reverse routing, and evacuation versus in-place sheltering of passengers in public transportation vehicles and stations; and
- Participating in regular briefings on the situation, the incident action plan (IAP), the response objectives, and strategy, with full opportunity for transportation contributions and identification of resources and capabilities to support the response effort and the action plan.

Objective 9: Coordinate the Support of Rescue Activity and Management of Fatalities

Know, in advance, how the system will handle a mass casualty event by

- Implementing (whenever possible) pre-incident/initial incident emergency evacuation plans or in-place sheltering plans, in the community or on transportation property;
- Supporting clear identification of how transportation resources and personnel can contribute to the post-

incident search for, and rescue of, survivors and the management and creation of temporary morgues;

- Recognizing the role of transportation resources in establishing and maintaining inner and outer perimeters at the incident site;
- Recognizing the role of transportation personnel, including engineers and inspectors, in assessing and managing risks at the incident site and transportation facilities affected by the incident; and
- Establishing the ability of transportation personnel to access critical transportation locations near the incident site to perform assessments and stage equipment.

Objective 10: Coordinate Participation in Local Traffic Control Decision-Making

Facilitate local decision-making for traffic control by

- Clearly defining the public transportation system's role in supporting on-site traffic access for emergency vehicles, including public transportation vehicles, as appropriate;
- Supporting early and authoritative identification and clearance of off-site routes for emergency vehicles, including public transportation vehicles;
- Supporting integrated management of area-wide traffic flow, coordinated with all operational authorities and traffic management centers;
- Providing immediate access to incident decision-makers about any issues affecting the safety or security of the public transportation system;
- Providing clear understanding of how decisions are made on community evacuation of all non-emergency personnel from affected locations, and assurances that decisions are integrated across the entire transportation network, i.e., transportation agencies are taking passengers to locations where they can be picked up or transferred to shuttle services, and using roads, bridges and routes that are open and clear.

Objective 11: Support Site Safety/Security and Damage Assessment

Have a plan for assessing damage while ensuring site security and the safety of all personnel by ensuring that

- Sufficient qualified personnel are available to perform damage assessments and emergency inspections on emergency notice and for extended periods;
- Previous inspection records are readily available to the inspection team and equipment is pre-deployed to facilitate rapid initiation of inspections;

- Authorities and allowable actions are clearly defined for public transportation supervisors, engineers, and inspectors to access the incident scene and/or adjoining locations to perform inspections;
- System credentialing for scene access is understood, and site safety considerations and security escorts are addressed in planning;
- Appropriate personal protective equipment (PPE), including respirators and protective clothing, is assigned to and available for inspectors to address poor air quality/debris hazards;
- Agency procedures are available to support rapid decision-making in the event of station/segment loss, closure, major degradation, or emerging life safety issues;
- Accurate estimates of the time required for visual, physical, and technical inspections of tunnels and structures will be available for the EOC or operations control center (OCC);
- Supervisors are available and located in the field to support resolution of questionable and/or emergency conditions;
- Public health, other city officials, and the occupational safety and health administration (OSHA) are notified and coordinated with (as appropriate), based on internal procedures; and
- The agency has identified priorities for emergency assessments and has a method for determining the appropriate level of inspection, with activities ranging from hammer sounding and detailed visual inspection to non-destructive testing to detailed engineering assessment.

Objective 12: Support System-Wide Safety and Security

Determine how the system will choose whether or not to suspend or re-activate service, by adopting

- Clear procedures and plans for system shut-down, evaluation, and re-activation, including rapid evaluation of air quality, structural integrity, track, and vehicles;
 - Coordinated response plans are in place for protecting and evacuating sensitive locations around the city;
 - A coordinated public information and media campaign that provides clear directions to citizens about evacuation routes and transportation service; and
 - Plans are available for system startup protocols, this may require complete visual inspection of all track infrastructure, power distribution system, signal and communication systems, and ancillary right-of-way facilities as well as non-revenue facilities and passenger stations before starting revenue service.
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