



BREVIING PAPER:

PUBLIC TRANSPORTATION INCIDENT MANAGEMENT ORGANIZATION (IMOs)

Since many U.S. transit systems have little experience with major emergencies and disasters, the potential benefits of applying the incident command system (ICS) to the transit emergency response organization are not always readily apparent. The transit agency's standard operating procedures (SOPs) are typically adequate to manage normal conditions and minor emergencies. During day-to-day service, or minor incidents, only a small number of responders are necessary. Transit personnel perform routine tasks with little interaction from outside agencies. Standard procedures and routine communication channels provide adequate information on surrounding circumstances.

During a major incident, however, numerous agencies respond. Unfamiliar and unanticipated tasks are required to bring the situation under control. Existing policies or directives may not cover the situation encountered. The normal flow of information may be interrupted, and normally predictable system activities may no longer occur. Frequently, more equipment and personnel are required to stabilize the scene, and many of the materials needed may not be available locally. Federal and State financial resources may be required to support response and recovery.

At an incident managed according to ICS principles, responding resources are staged to ensure appropriate usage. Rather than just haphazardly applying resources, the best resource for a given task is applied. An ICS organization is structured to ensure a manageable span-of-control, allowing supervisors to keep track of response activities and personnel without becoming overwhelmed by events. Emergency Operation Centers (EOCs) coordinate and communicate with each other, across local, regional, state, and Federal jurisdictions, facilitating the acquisition and delivery of resources to the scene, and supporting the Incident Commander's decisions to expand or contract the ICS and to form Unified Command.

One of the dilemmas confronting transit systems has been a gray area regarding when to activate an ICS organization or to continue using an existing agency emergency response system that does not incorporate ICS principles. A transit system may be naturally reluctant to use ICS rather than its own departmental emergency configuration. This dilemma may be avoided entirely by adopting the ICS as the agency's sole Incident Management Organization (IMO). ICS is a management system that can be used in any emergency. Transit systems benefit by routinely using ICS-based approaches for managing all emergency incidents. This practice provides a seamless integration of the transit system's IMO into community emergency as they evolve and as necessary.

CREATING AN INCIDENT MANAGEMENT ORGANIZATION (IMO)

Like local jurisdictions, public transportation systems manage emergencies through both field and policy operations. Typical transit response organizations rely on transit supervisors and transit dispatch to fill these functions, respectively. Applying ICS to the transit environment requires the following activities.



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- π Training transit supervisors to act as Incident Commanders, who not only manage the system's response to minor incidents, but also establish effective liaison with the ICS or Unified Command Structure established by responders.
- π Coordinating the creation of a transit EOC to link standard dispatch functions among modes, and to connect the dispatch function to the specific legal authorities vested in transit executives and senior management, ensuring implementation of the system's Emergency Operations Plan and integration into the locality's emergency response structure.
- π Training all transit front line personnel to recognize and report critical information at the scene, including:
 - casualties – approximate numbers of dead, injured and uninjured;
 - hazards – present and potential;
 - access – best access routes for emergency vehicles;
 - location – the exact location of the incident;
 - emergency resources – resources present and required at scene; and
 - type – type of incident with brief details of numbers of vehicles, buildings, etc, involved.

In the *Major Incident Procedure Manual*, published by the London Emergency Services Liaison Panel (LESLP), which includes the London Underground, this information is referred to by the acronym **CHALET**.

- π Training transit personnel, supervisors and management to view emergency incidents as occurring over fixed timelines through four distinct phases):
 - initial response -- during which time the incident is recognized; notification is given; initial incident priorities are established; and resources are dispatched to the scene;
 - incident stabilization -- during which time the resources brought to bear on the incident bring it under control, including the putting out or controlled burning of fires; the extrication of all injured people; organized search and rescue operations for survivors and, eventually, deceased persons; and preliminary debris removal to improve scene safety;
 - recovery -- during which time the incident site is cleared and alternate/replacement services are established; financial claims are filed through private sector and public funding sources; and displaced persons are re-located; and
 - restoration -- during which time the locality or area affected by the incident returns to a state approaching normalcy, including the re-construction and re-opening of damaged facilities; the erection of memorials; and the integration of "lessons learned" into the local emergency planning process.

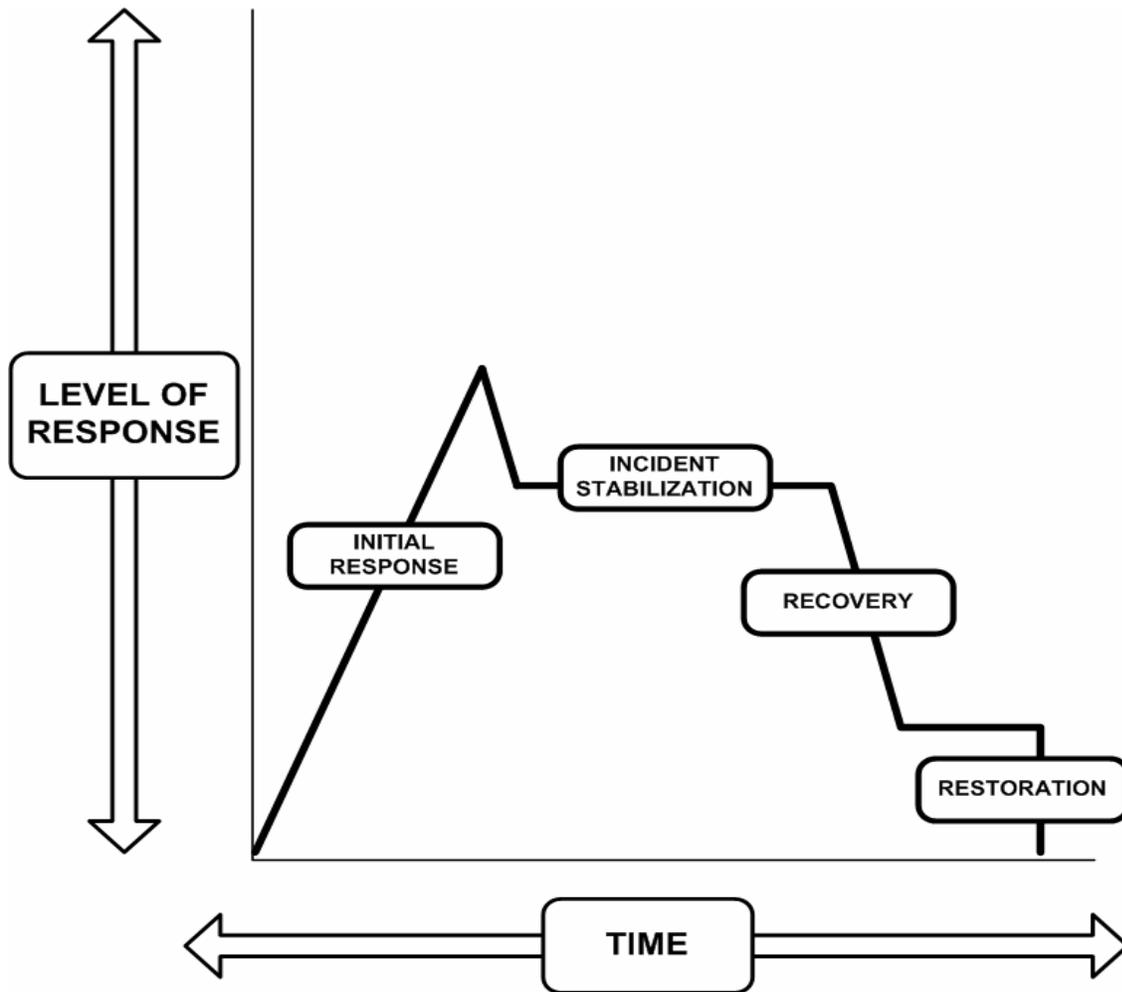


FIGURE 1: PHASES OF INCIDENT MANAGEMENT

- π Preparing the transit system to initiate extended operations in support of emergency response, including the development, in advance, of staff shifting schedules for extended operational periods, which may include 12-hour shifts for employees and the ability to access specific types of contractors, equipment and services on a round-the-clock basis. See Figure 2 below.
- π Documenting the above-identified elements of response in an Emergency Operations Plan (EOP) that clearly depicts the Incident Management Organization, and the explains the process through which the transit system will integrate their emergency response efforts with local responders.

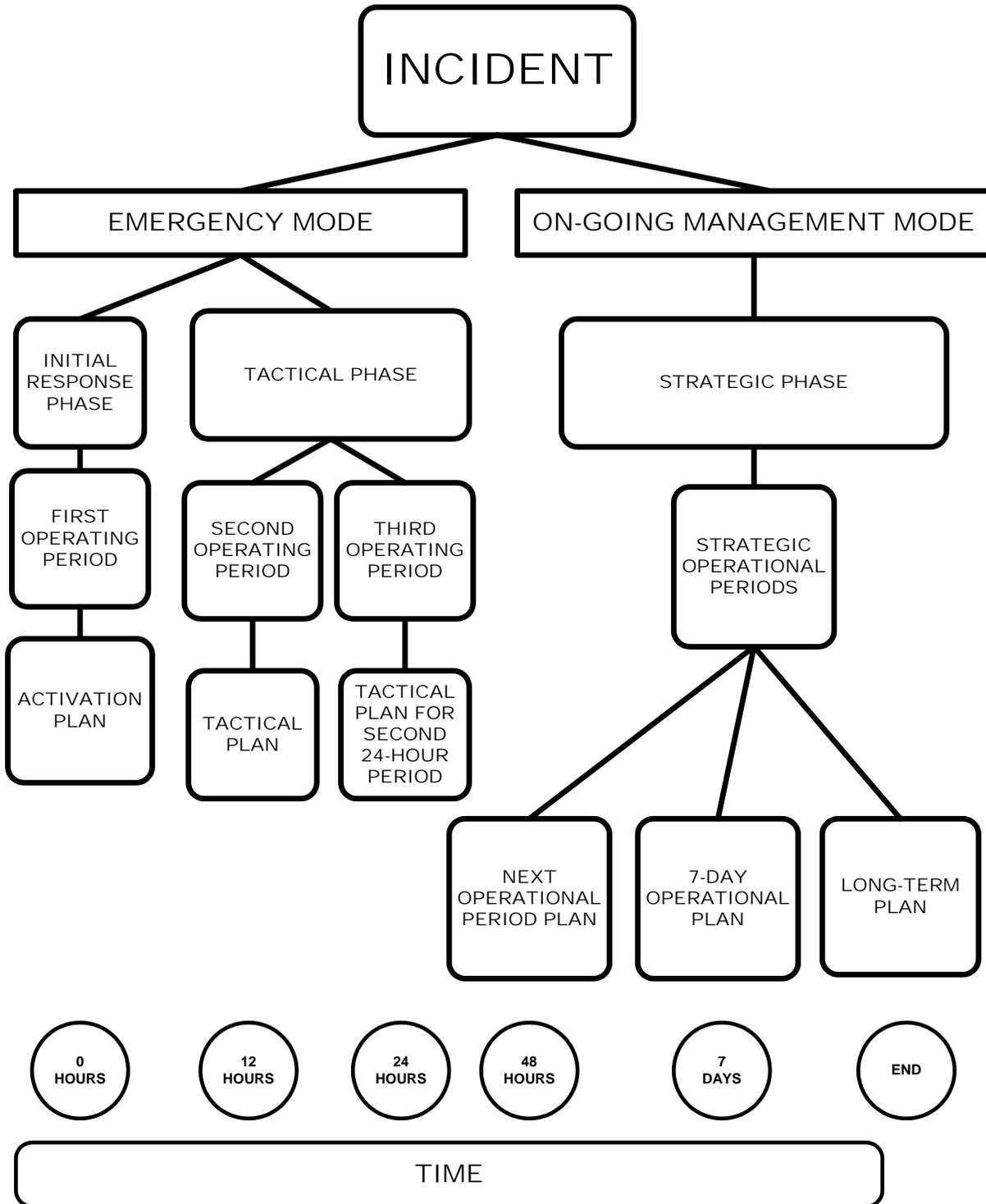


FIGURE 2: CATEGORIES OF OPERATIONAL PERIODS FOR MAJOR EVENTS



RELATIONSHIP BETWEEN TRANSIT INCIDENT MANAGEMENT ORGANIZATION AND EMERGENCY OPERATIONS PLAN (EOP)

Transit-based and municipal emergencies may require that extraordinary arrangements and measures be undertaken. As a critical element of preparedness, many transit systems have established *Incident Management Organizations* or IMOs, which:

- π are based on its existing organization for managing response to routine incidents;
- π preserve existing reporting relationships and authorities of employees, supervisors, managers, division and department heads, and top management;
- π allow for the formation of incident response teams to address specific issues arising at facilities, system-wide, or within the local community;
- π allow for integration with local responders; and
- π provide for 24-hour-a-day, seven-day-a-week coverage.

A successful response to a large scale emergency is dependent upon each transit employee adhering to their specific responsibilities, attending their designated functions, and reporting through the management structure designated in the IMO. Within this structure, specific responsibilities may be assigned to individuals, teams, or groups of teams to support incident management within a transit facility, to ensure the protection and passengers and employees throughout the system, and to promote the rapid restoration of service.

The IMO is described in the transit system's Emergency Operations Plan (EOP). The transit EOP defines the operating and management principles used to prepare the transit system for emergency situations, to enable the transit system to provide effective and timely response, and to systematically document lessons learned in order to continuously improve the transit system's program.

As described in the EOP, the IMO is designed to ensure that all departments who may become involved in an internal large- scale or municipal emergency are fully aware of their respective roles and responsibilities. The EOP is not intended as a detailed action plan. It is intended to be a guide for those who have defined roles and responsibilities during a major emergency. Supplemental information, such as contingency planning, specific emergency procedures and detailed protocols are provided separately, or as references or appendices to the EOP.

By clarifying relationships between and among management levels within the system, a well-documented program supports the ability of the transportation system to be proactive when addressing preparedness and response concerns. Supervisors and managers understand their role in the system, and which management personnel have responsibility for approving, reviewing, and enforcing EOP policies and procedures.

For many systems, the IMO assures a level of response, both on-scene and at the policy/support level, with the following components, depicted in Figure 3 below.



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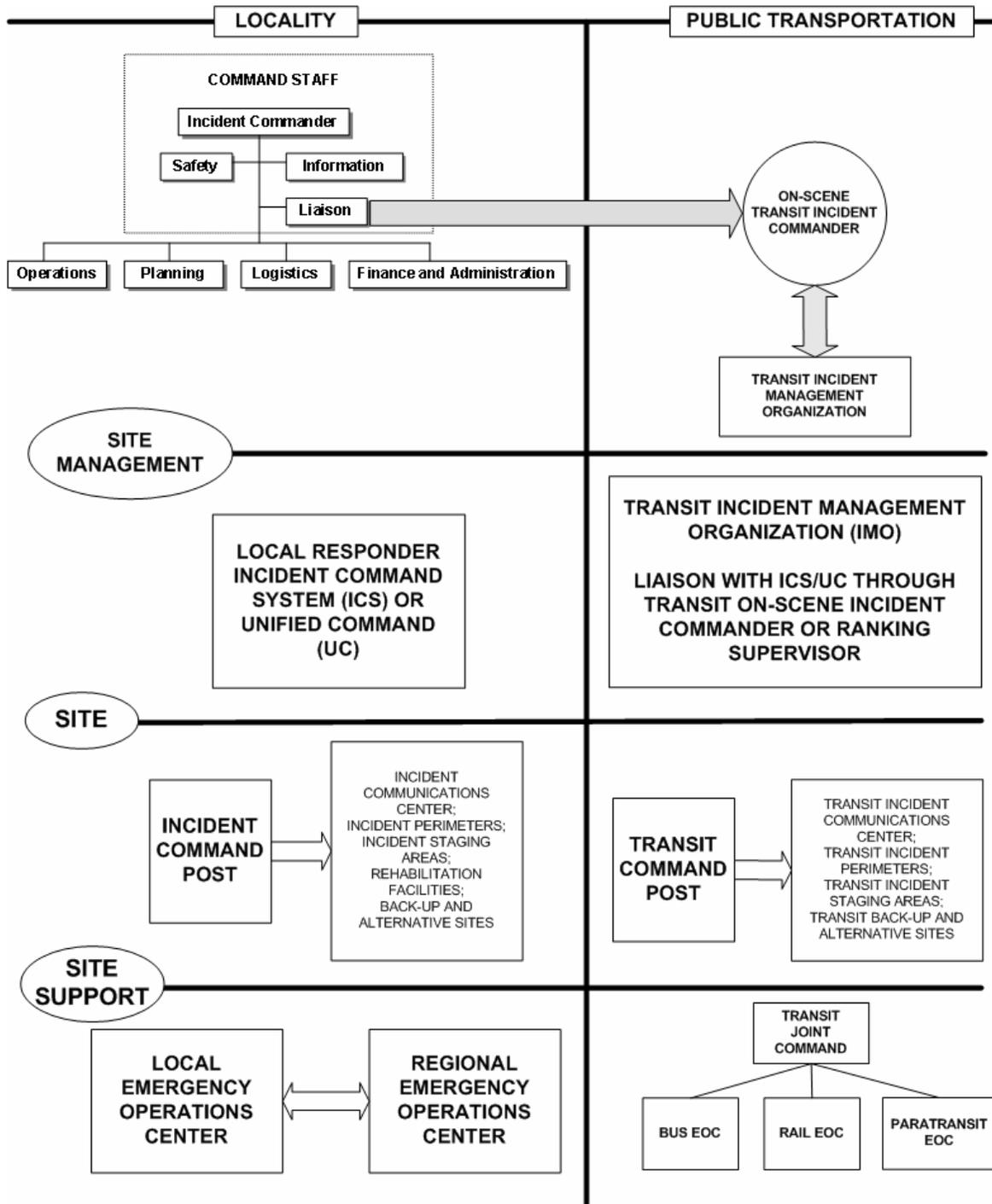


FIGURE 3: RELATIONSHIP BETWEEN LOCAL ICS/US AND TRANSIT IMO



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Ultimately, the transit IMO should integrate with the community ICS at the field level, and the transit system should remain plugged into an evolving regional, state and federal response network through coordinated activity occurring in the transit EOC. See Figure 4.

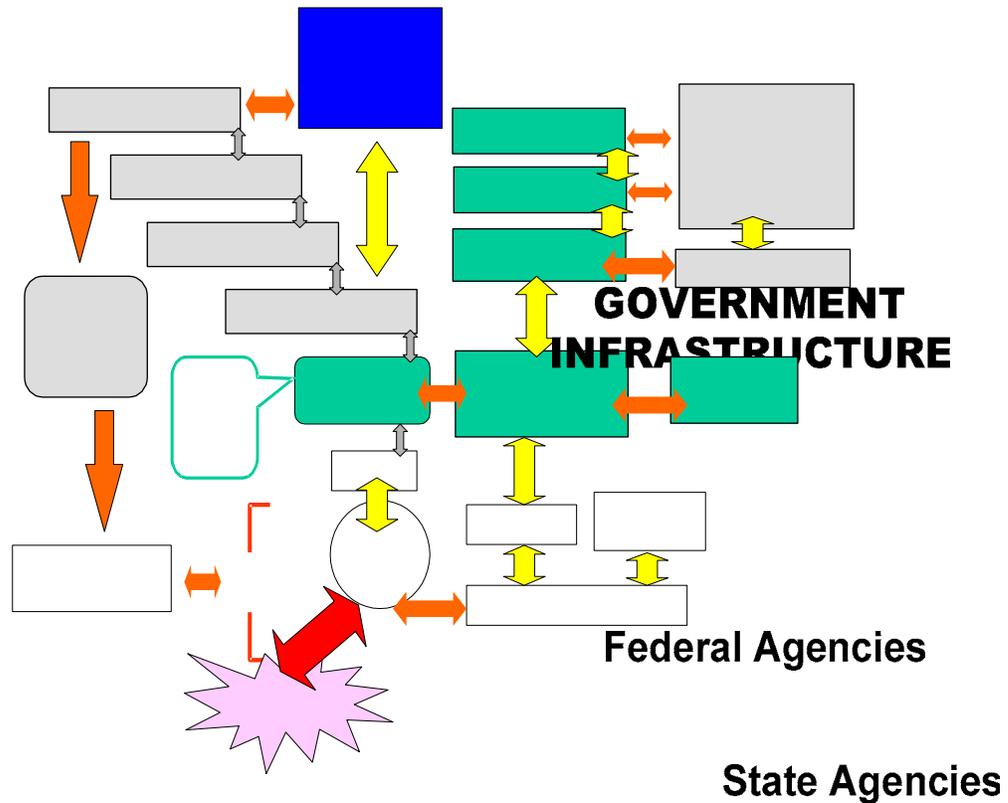


FIGURE 4: FULLY INTEGRATED RESPONSE SYSTEM

HYPOTHETICAL RESPONSE EXAMPLE

As a hypothetical example of this approach, Figure 5 provides an overview of emergency response that could be used in the rail transit environment. Key elements of the field response for this approach are defined in Table 1.

The policy/support response to this hypothetical event is managed by a Joint Bus-Rail-Paratransit Emergency Operations Center (EOC), which provides a central location where incident operations activities are directed and coordinated. Transit personnel managing the EOC have the authority and responsibility for implementing all requirements, as defined by the system's EOP and emergency procedures. When an emergency occurs, the EOC evaluates the facts, determines the type and level of response required, and immediately begins communications, coordination, and control functions appropriate for the specific incident, through bus, rail and paratransit dispatch.

RESOURCES

Federal

State

Regional

Mutual Aid

County Agencies

Municipal Agencies

Fire

Police

Medical

SAR

Other



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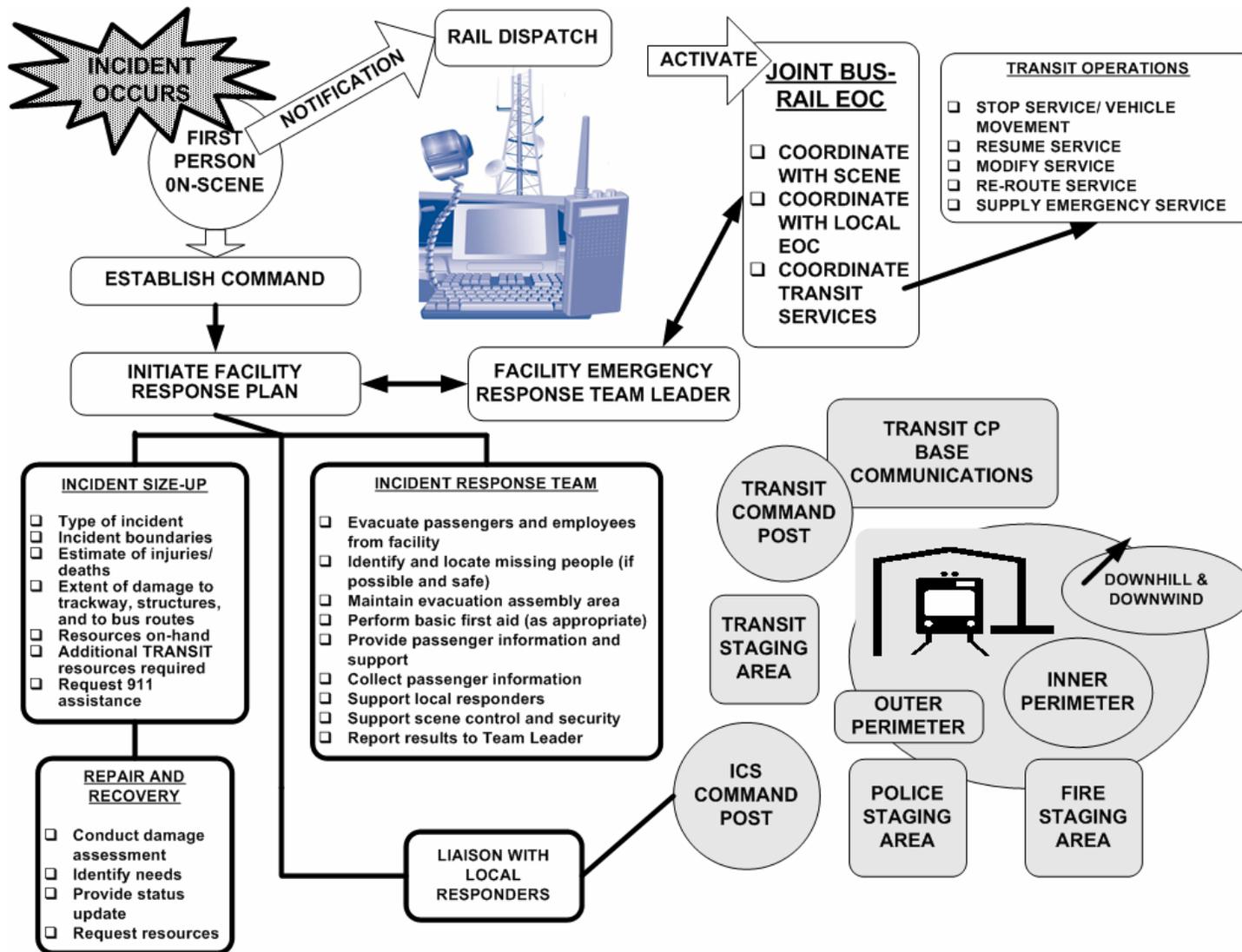


FIGURE 5: RESPONSE TO EVENT AT RAIL STATION



TABLE 1: ELEMENTS OF FIELD RESPONSE

- π Transit Incident Commander (IC): The individual responsible for the coordination of incident response activities at the scene of an incident. Transit Bus or Rail Transportation supervisory personnel will normally assume the role of Incident Commander
- π Different Personnel Perform IC Function Depending on Location of Incident: Transit systems must be concerned about events that occur at facilities, in the field, and in the community.
 - For events occurring at a transit facility, the IC role will typically be assumed by the pre-designated Facility Emergency Response Team Leader or his or her pre-designated back-up.
 - For events occurring in the field, the first transit supervisor to arrive on-scene is typically the Incident Commander.
 - When an incident occurs that does not require assistance from an outside incident response agency, either the Facility Emergency Response Team Leader or the first transit system Supervisor at the scene will be designated the Incident Commander and establish a Command Post.
 - When one or more outside agencies respond to an incident, unified command will be established for the incident. The transit system Incident Commander will then become the liaison between transit system and the incident response agency IC and work within the unified command structure to support the response.
 - For events where there is no on-scene component, such as a response effort in support of a community emergency, incident command may be vested in the transit Emergency Operations Center, which will coordinate all required support activity with the local EOC.
- π Facility Incident Response Teams (FIRTs): The teams are comprised of pre-designated personnel specifically assigned to assist with an on-site incident within each major transit facility. These employees are already located at the facility, and have pre-established responsibilities to support facility evacuation and shut-down, passenger service, damage assessment and repair, power management, and service restoration.
- π Incident Response Teams (IRTS): In the event that a major emergency occurs which requires extensive response from employees not currently assigned or located at specific facilities, IRTS will be activated comprised of pre-designated employees specifically assigned to assist with field operations at various transit centers and stations throughout the transit system's service area. Incident Response Team members are assigned to specific locations convenient to the areas in which they live, and may be scheduled, in advance, to report in staggered shifts, enabling extended operational periods (i.e., 12 hours into incident, 24 hours into incident, 48 hours into incident).
- π Members of FIRTs and IRTs are typically trained in: Incident Command System operations, search and rescue; First Aid and triage; and scene safety.



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In this hypothetical response, once an incident occurs at the rail station, the first person on-scene reports the event to rail dispatch. Upon receiving notification of the incident, rail dispatch manages immediate concerns regarding vehicle movement and passenger evacuation on the affected line(s). This activity most likely would involve:

- π implementation of emergency procedures for communicating with trains and controlling vehicle movements;
- π implementing procedures for the evacuation of passengers and employees affected by the event;
- π re-routing trains around the affected station;
- π shutting down overhead or third rail power systems at the affected station or on the affected line(s);
- π addressing the status and condition of station ventilation systems;
- π managing alarms on tunnels and track;
- π initiating manual operations and speed restrictions (in the event of damaged signals/ATC);
- π communicating with buses for supplemental or emergency service (as required);
- π contacting maintenance supervisors and other field support personnel for assistance (as required),
- π performing management notifications;
- π responding to incoming calls;
- π continuing to collect information from the scene and system service area; and, possibly,
- π initiating a partial or complete system shutdown (if it appears that the incident is terrorism-related, for example).

At this time, rail dispatch also notifies local responders. Based on information received from the first person on-scene, and subsequent updates, rail dispatch provides the 911 Call Center with the following (if available):

- π specific location of the incident, and most appropriate access point;
- π directions to, and street address of, access point;
- π special instructions regarding parking or approaching the access point from the road;
- π summary of the incident;
- π if possible, the estimated number of injured persons, and severity of injuries;
- π the status of system vehicle movements, e.g., "all vehicle movements are stopped;"
- π the status of traction power, e.g., "the track and vehicle are de-energized;"
- π special instructions regarding who will meet the responders, where, and whether they will be escorted to the scene.

Rail dispatch also reviews previously established criteria for the activation of the Joint Transit Bus and Rail Emergency Operations Center (Transit EOC). Assuming the event meets threshold requirements, rail dispatch performs all notifications for initiation of the Transit EOC.

In the meantime, on-site at the incident, the first person on-scene has established command and initiated the system's Facility Response Plan (FRP). Following this Plan, command over the system's on-site response will transfer to the facility supervisor designated in the FRP, who may be referred to as the Facility Emergency Response Team Leader (FRP Team Leader).



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During the transfer, the FRP Team Leader assumes communication with rail dispatch, and provides a complete incident size-up, including the following information:

- π conditions at the site (smoke, fire, debris, etc.);
- π affected incident boundaries (where, specifically, these conditions are located);
- π the estimated number of casualties (injured and deceased);
- π current status of power, ventilation and emergency systems (fire suppression, alarms, back-up power, etc.);
- π initial assessment of damage to the facility;
- π resources available at the site to activate the FRP (personnel and equipment);
- π required resources to stabilize the scene (heavy wrecking equipment; debris removal; engineering assessments; scene safety assessment; etc.)
- π specialized resources required from local responders (firefighting; search and rescue; hazmat response; scene security and perimeter control; etc.) and
- π status of activation of Facility Incident Response Plan (passenger evacuation; employee identification and accountability system; assembly points; potential staging areas for local responders; and check-in points for reporting transit personnel).

Rail dispatch will relay any new or revised information from this size-up to the 911 Call Center, who will then relay the information to the responders en route.

By assuming command, the FRP Team Leader is now responsible for:

- π on-going assessment of the situation and notification to rail dispatch regarding changing conditions at the incident site;
- π implementing and managing the on-scene elements of the Facility Emergency Response Plan;
- π identifying and requesting additional resources; including a replacement for the train operator, if necessary;
- π coordinating with emergency response personnel who arrive on the scene;
- π ensuring that actions or activities of transit personnel do not conflict with, or
- π hinder, the activities of the emergency responders; and
- π providing periodic status reports to the rail dispatch.

During response to an emergency incident, every effort must be made to prevent injury to any person, and to obtain medical aid for anyone already injured. Managing injured passengers and employees must command first priority in the use and deployment of resources available to the transit system. Depending on the number and needs of injured passengers and employees at the station, as well as the general conditions at the station (smoke, debris, fire, structural concerns, etc.), the FRP Team Leader may have to prioritize among full or partial implementation of pre-existing facility emergency response procedures for:

- π personnel accountability (i.e., are all employees who should be at the facility accounted for?);
- π evacuation (i.e., have all mobile passengers and employees been evacuated from the scene?);
- π assembling lists of missing persons;
- π search and rescue;
- π assistance/First Aid for passengers and employees with injuries;



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- π fire suppression;
- π use of emergency equipment;
- π perimeter control; and
- π ensuring adequate protection against secondary attacks at collection/assembly points for passenger and employee evacuations (if the event appears to be related to terrorism or crime).

Employee protection is of critical importance during this component of the response. Prior to initiating any activities which place employees in potentially dangerous conditions, the FRP Team Leader must have a scene safety assessment, and make sure that employees have an appropriate level of protective equipment. Throughout this initial response period, which ranges from 5 to 20 minutes, communication with affected passengers and employees is critical. The FRP Team must devise an effective way to tell passengers:

- π that local responders have been notified and are on their way;
- π where they should go;
- π how they should assist others who may need it;
- π what to do if they cannot walk or move;
- π what to do if someone they know or are traveling with cannot move or is unconscious;
- π not to use their cell phones (if event appears related to terrorism -- cell phones could potentially trigger an explosive detonator);
- π what will be expected of them (and provided for them) at the evacuation assembly area (i.e., providing information; checked out by local responders; notification of family members, etc.);
- π and how they can request additional assistance from transit personnel at the scene.

By this point, local responders will have arrived on-scene. Members of the FRP Team will have been designated to meet the responders and bring them to the scene, apprising them of any scene safety considerations and their activities to date, as well as information regarding on-going First Aid/search and rescue activities (as appropriate and if performed).

At this point, primary activity for scene management will typically be turned over the local responders, who will implement procedures for ICS or Unified Command. The FRP Team Leader will then become the On-Scene Transit Incident Coordinator, responsible for liaison with the local Incident Commander or his or her Liaison Officer. The FRP Team Leader and Team Members will then:

- π work to support the on-scene response effort, as directed by the local Incident Commander or Liaison Officer; and
- π implement those procedures in the FRP concerned with passenger management; damage assessment, and restoration of service.

Figure 6 provides an example of this organizational configuration, which will sustain the remainder of the hypothetical incident response.



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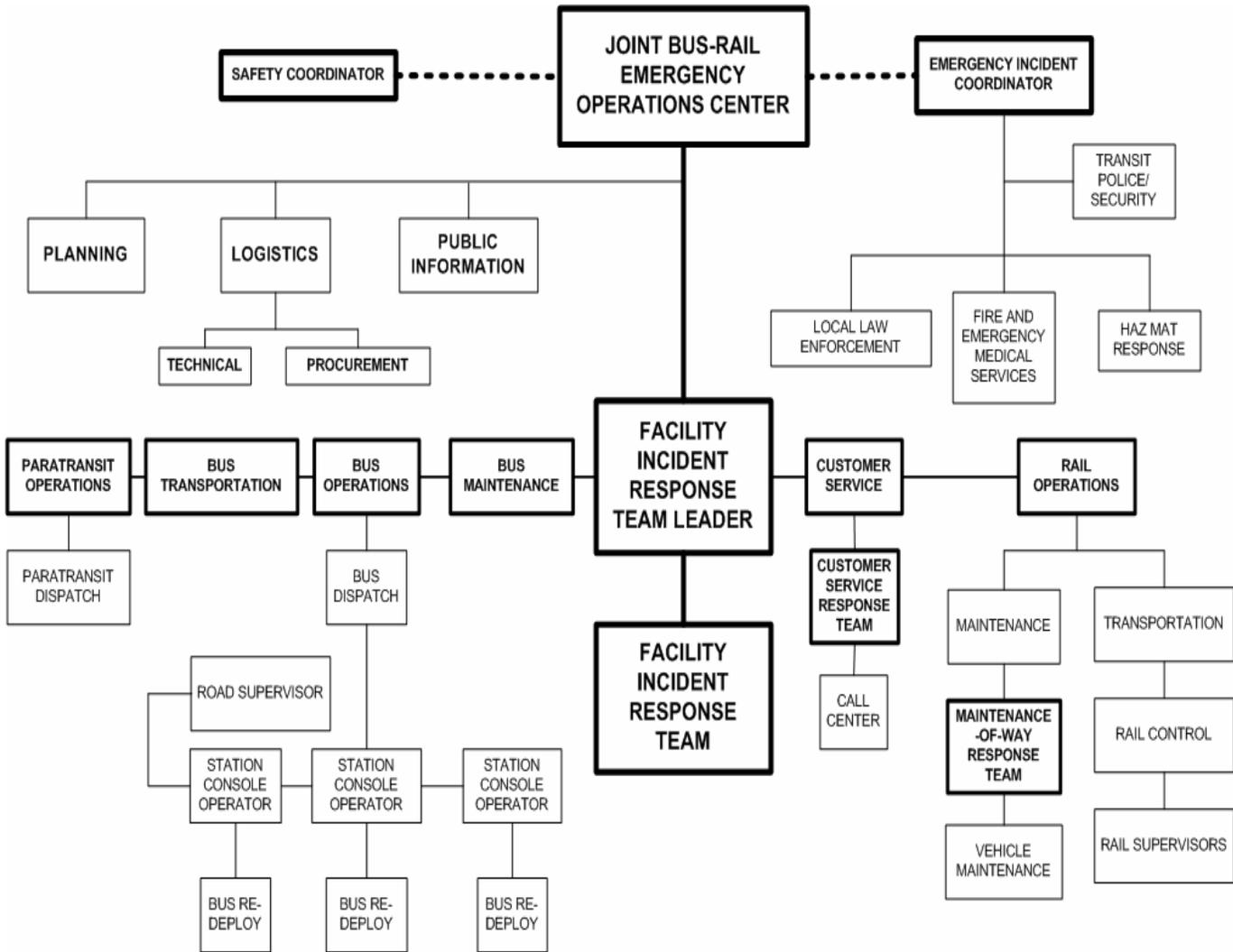


FIGURE 6: FULLY EXPANDED TRANSIT IMO



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Figure 7 depicts a possible configuration for the Joint Command Bus-Rail-Paratransit Emergency Operations Center.

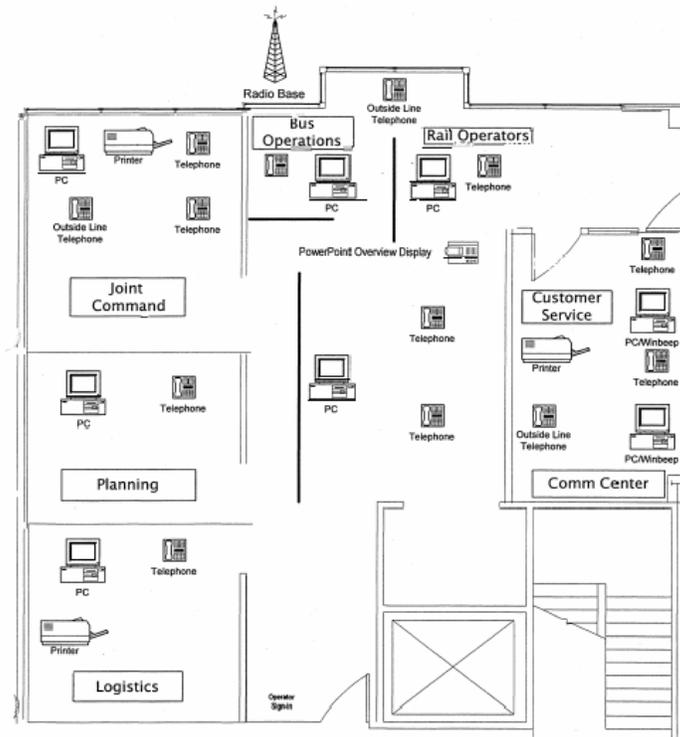


FIGURE 7: SAMPLE JOINT COMMAND EMERGENCY OPERATIONS CENTER

In the organization depicted in Figures 6 and 7, the following sections and departments will support emergency operations:

- π The Planning Section is responsible for determining necessary service changes, and allocating available resources during the incident for continuation of transit services to the community. Utilizing the ICS forms provided in the Appendix of the transit system's EOP, Planning will facilitate completion of the forms to ensure a coordinated plan is developed and implemented during the emergency response and recovery phases of the incident. In addition, the Section is responsible for assisting in the development of a service recovery plan. The following are among the activities within the Planning section:
 - implementation of the ICS incident planning process and documentation, including the use of designated ICS forms adapted for the transit system;
 - evaluation of service restoration information and formulation of a service recovery plan relative to the incident;
 - collection and analysis of all damage and service-related information. In addition, the Section will post and keep current all information on the status display boards and maps in the Incident Operations Center.



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- π The Operations Section is responsible for the operation, maintenance, and coordination of transportation services. The following functional areas support this section:
 - Transportation Supervision - Road and Rail Supervisors are responsible for service delivery and for coordinating the on-site response to incidents. They assume the role of the transit system Incident Commander and will report to the Incident Commander of a unified inter-agency command post.
 - Maintenance of Way repairs and restores track, signals, and power systems, and other rail-related facilities; and provides heavy rescue equipment needed for rail-related incidents.
 - Operational Communications arranges for and coordinates any repairs, maintenance or tactical requirements on the radio, CCTV, and SCADA systems.
 - Bus/Rail Equipment Maintenance provide the response for any vehicle needs, including tow vehicles or re-railing equipment. In addition, this functional area provides the necessary mechanics and/or technicians at the scene, as required.
 - Human Resources provides employees with assistance regarding employee benefits, crisis counseling, disability claims, etc.; it also arranges for shelter to displaced employees resulting from the incident.
 - Data collection and Records maintains an official history of the incident to ensure the incident is completely documented.

- π The Security Section may assume the role of Incident Commander when the incident is a potential on actual crime scene. They coordinate crowd control, assist with the evacuation of customers and/or employees, and coordinate traffic control and security around and within the incident site.

- π The System Safety Section is responsible for the coordination of evacuation from unsafe areas and control of access to these areas. This includes the movement of persons from hazardous or threatened areas to lower-risk areas, the identification, evaluation and cleanup of spills or release of hazardous materials, and the evaluation of the safety of incident response and recovery activities.

- π The Finance Section manages the financial aspects of the incident, including cost analysis and projections except for those decisions within the scope of operating departments. The Finance Section is made up of the following functions:
 - Payroll maintains records of all personnel, time worked during the incident, and maintains appropriate records for reimbursement purposes from the Federal or State government.
 - Risk Management manages all legal claims for compensation filed against the transit system. It also provides counsel in areas of claims for bodily injury and property damage compensation.



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- Accounting allocates petty cash or other funds for emergency supplies.
- Procurement and Contracts assist in contracting and procurement of services and larger materials orders.
- π The Public Information Section provides Public Information Officers from the transit system's Communications Department, who will act as the authoritative source of information to the public, news media, and other transit system personnel. These personnel also typically coordinate the dissemination of accurate instructions and information to transit employees, and respond to media inquiries.
- π The Customer Service Section manages all aspects of customer service during an incident, including request for Incident Response Teams to specific locations within the transit system's service district and development of customer information. The section is the conduit through which service updates are provided via the system's internal communications systems, including beeper and paging systems, radio and cell phones, to Transit system Customer Service offices and to the Incident Response Teams.
- π The Logistics Section develops, maintains, and coordinates the sources and procurement of equipment, systems, and materials required. The Logistics Section is made up of several functional areas. Support provided by the Logistics Section includes, but is not limited to providing:
 - Incident Operations Centers with tables, chairs and any other physical requirements;
 - tangible products that may be required during an incident that are not related to vehicles or personnel. Examples include are rain gear, flares, tools, hard hats, etc.;
 - equipment other than buses, automobiles, trucks, and LRVs. This may include forklifts, pressure washers, backhoes, and any other equipment required;
 - ongoing source of information to the Planning Section on the current status of electrical power and telephone capabilities within the transit system's service area; and
 - damage assessment reports of the system's facilities, properties, and equipment to the JOC Section. The reports will be compiled from inspections performed by Transit system field units and technical resources, including transit Engineering, Facilities Maintenance, and Maintenance of Way personnel. Contracted engineering services may be utilized to supplement transit system internal technical resources. Additionally, transit system technical personnel will provide technical assistance, as needed.



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COORDINATION WITH TRANSIT EOC AND LOCAL EOC

The transit on-scene Supervisor (or IC) will be the communications link at the Command Post under a unified command structure with the Fire Department. The transit Supervisor will apprise the fire department of any conditions that may affect their operations at the incident scene. The transit system is responsible for furnishing training manuals and materials, and for providing training exercises to the Fire Department to enhance their knowledge of transit systems, thereby improving their proficiency in handling transit-related emergencies.

Municipal, county and state law enforcement agencies that have jurisdiction in the area of a transit incident scene will respond if their services are requested. These agencies will coordinate with the Transit Police (if available and as appropriate), and will provide crowd control, vehicle traffic control, emergency medical aid, evacuation, outer perimeter control, and other duties as needed. As with Fire Departments, the transit system is responsible for furnishing training manuals and materials, and for providing training exercises to the law enforcement agencies to enhance their knowledge of transit systems, thereby improving their proficiency in handling transit-related emergencies.

City and County Emergency Management departments act as the coordinating agencies between transit and local and state incident response agencies in matters of emergency planning. They are also responsible for warning transit personnel of imminent emergency situations or if an area-wide disaster has been declared. These emergency management departments may have developed emergency plans which assign to the transit system regional emergency transportation planning responsibility for the community.

The development and maintenance of the transit system's Incident Management Organization fulfills the planning phase of this responsibility. In the event an area-wide disaster is declared, the transit system will assign personnel to the appropriate City and County Emergency Operations Centers to act as the onsite resource for regional transit issues.

SPECIAL RESPONSE CONSIDERATIONS

When implementing its IMO, transit systems must pay special attention to the following considerations:

- π Authority: Bus Dispatch, Rail Control, and Paratransit Dispatch will all have the authority and responsibility for implementing the incident response requirements of the transit system's Emergency Operations Plan. When an incident occurs, Dispatch/Control will evaluate the facts, determine the type and levels of initial response required, and immediately begin communications, coordination and control functions appropriate for the situation.
- π Checklists: Checklists and other forms that describe the specific tasks of transit personnel responding to an incident are a critical part of the system's EOP. These checklists and forms should be maintained in accordance with the EOP and subsequent revisions. Employees should be required to be familiar, and comply, with all applicable checklist requirements. Routine evaluation of this capability should be performed.



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- π Incident Reporting Requirements: Timely, accurate, and thorough reporting of facts is essential for effective control of any emergency situation. Appropriate response requirements can be determined only after evaluating the facts reported from the incident scene. Since similar categories of emergencies do not always require the same level of response, emergency response agencies must be advised, as early as possible, of the specifics of each incident. Therefore, selection of the best response strategy will depend upon the accuracy of information received regarding the incident.

- π Communications: For most transit systems, there are two primary means to communicate an emergency situation to Dispatch/Control--two-way radio sets, and telephones. Additionally, transit stations and vehicles are equipped with public address systems. In an incident, an operator or Control may use the public address system to give passengers specific emergency instructions. Incident response personnel may also use the system to give instructions to passengers. Typical procedures for conveying this information include the following activities.
 - When an incident occurs, the first person to have knowledge of it reports the facts to Dispatch/Control by the most expedient method available.
 - During the early stages of an incident, the initial reporting person is Dispatch/Control's only communication link with the incident scene. That person is responsible for updating information to Dispatch/Control until relieved by a transit Supervisor or other recognized authority.
 - Communicating and updating the facts of an incident to all transit personnel who have incident task-related responsibilities is a requirement of the EOP. When an incident occurs, the Dispatcher will notify the appropriate incident response agency and appropriate transit personnel that an incident is in progress. Notification will be made in accordance with the Incident Notification Checklists.
 - If the incident will cause suspension of bus or rail service, alternate service will be arranged and the Customer Service unit of the Incident Management Organization. Customer Service will assist customers in accessing alternate service and informing the media of the disruption, respectively.
 - All transit personnel and incident response agencies share in the responsibility for communicating and coordinating their on-going efforts with each other to ensure that all incident support requirements are met in a safe, timely, and efficient manner.

Most transit EOPs identify special conditions that should be taken into account when devising response activities. Typical conditions may include:

- π General: Most transit operational problems do not become emergencies and are resolved without the evacuation of passengers. If circumstances permit, the evacuation of customers from buses and trains should be delayed until the affected vehicle reaches the safest evacuation point, commensurate with the incident



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- situation. To avoid the additional safety hazards created by evacuating customers into unfamiliar surroundings, the affected bus/train operator and Dispatch/Control should carefully analyze the vehicle's location, movement capability and passenger load when determining the evacuation location.
- π Train Evacuation: For train emergencies, transit rail personnel will attempt to move an affected train to the next station. Customers are usually more familiar with the passenger stations than any other location, as this is where they enter and leave the system and where station platforms and vehicle accessibility devices may be used to exit the system. Also, stations provide the easiest access for emergency response personnel and rapid evacuation capability. If the train cannot move, or if the train cannot proceed because of hazardous conditions, a rescue train may be sent to the incident site and positioned at one end of the affected train. This procedure allows customers to leave the affected train and then be transported directly to a station. This alternative is preferable to having the passengers leave the train and walk along the tramway (because of obstructions or other possible hazards). Passengers should not be evacuated in the tunnel tramway unless prescribed attempts to move the affected train to a more desirable evacuation location have failed. If an affected train stops while in a tunnel bone area and evacuation is not imminent, the first priority is to get the train moving again in the safest mode possible, toward a more desirable evacuation site (a passenger station or area clear of the tunnel).
- π Characteristics of Elderly and Disabled Individuals: Elderly persons and persons with disabilities vary considerably in the extent of their mobility, communications ability, and other medical, physical, or mental conditions. Elderly or disabled patrons may be: able to walk without assistance; able to walk with the use of a cane, walker or crutches; use wheelchairs or scooters; visually impaired or blind; hearing impaired or deaf; speech impaired; mentally impaired; or some combination of the above. If it becomes necessary to evacuate a bus, train, or facility, uninjured persons are easiest to evacuate because they require minimal assistance. The elderly and persons with disabilities, even if uninjured, may require medical care or physical assistance to evacuate the incident scene. Moreover, the evacuation of elderly passengers or those with disabilities may be difficult if incident response personnel cannot reach them or are unable to transport emergency equipment to the scene.
- π Establishing Incident Scene Limits: Incident scene boundaries are established to insure the safety of incident response personnel and others at or near an incident site, by:
- designating an Incident Commander over the area within these boundaries as directed by this Emergency Plan and the type of incident in progress;
 - requiring approval from the Incident Commander for:
 - movement of buses, trains, vehicles or personnel into, out of, on, or within the area;
 - changing power status in that area; and
 - changing the tunnel ventilation status in that area.
 - incident scene boundaries will be established for all incidents that require the presence of transit or emergency response personnel;



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- the boundaries of incident scenes will ordinarily be the involved facility or all right-of-way- between stations if on the rail main line, or some other geographic designation as appropriate;
 - incident scene boundaries may be increased or decreased by the Incident Commander, as appropriate;
 - as conditions change at the incident site, the Incident Commander will evaluate existing boundaries to determine their appropriateness, make necessary changes and advise Dispatch or Control, as needed; and
 - Dispatch/Control are responsible for insuring that movement instructions within incident scene boundaries are coordinated through the Incident Commander.
- π Transit Role as Incident Commander: When an incident occurs which does not require outside agency assistance, the first transit employee on the scene will assume the role of Incident Commander (IC) and establish a Command Post. Dispatch/Control must then be made aware of the location of the Command Post. Typically, the Command Post is located at or near the incident scene. Subsequently, other response personnel may assume the IC role as circumstances dictate. Any change in the Incident Commander or location of the Command Post must be communicated to Dispatch and/or Control. All transit personnel who have been instructed to report to the incident scene will report first to the Incident Commander or designee so that their actions may be coordinated with other on-going efforts.
- π Use of the Incident Response Objectives Forms: Use of these forms is essential to ensure a complete and coordinated plan for the emergency. The Planning Section will facilitate this activity when the incident requires activation of the transit EOC. Otherwise the incident is managed in the field and coordinated with bus, rail, and paratransit dispatch as needed.
- π Multiple Events: Under some circumstances, there may be more than one incident occurring at the same time. In this case, there will be a Field Incident Commander designated by Dispatch or Control for each bus and rail related incident, respectively. In the event of a large scale Level II on a Level III incident where multiple incidents may be occurring simultaneously and an EOC has been established, the JOC will assume the responsibility of Incident Command for overall management of the incident. Field Incident Commanders will provide field reports to the transit EOC, as well as maintain contact with Dispatch/Control, to ensure that a coordinated response/recovery effort is maintained.

BENEFITS OF IMO RESPONSE

Using a response organization, such as the one described above, ensures that the transit system will be able to meet critical response objectives and effectively reap the benefits of pre-planned and coordinated response. This organization assures critical elements of preparedness, including the following, depicted in Table 2:



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| TABLE 2: ELEMENTS OF PREPAREDNESS FOR TRANSIT INCIDENT RESPONSE | |
|--|---|
| Command and Control | <ul style="list-style-type: none"> π Clear leadership and chain of command π Strategic direction for emergency operations π Tactical effectiveness for specific functions and objectives π Effective EOC activation and coordination with local jurisdictions π Organized and controlled transit command post operations and staging areas |
| Personnel | <ul style="list-style-type: none"> π Appropriate mobilization levels π Pre-designated mobilization points π Off-duty mobilization and personnel management systems π Accountability and tracking during operations |
| Communications | <ul style="list-style-type: none"> π Adequate radio infrastructure and usage protocols π Redundant landlines and cellular equipment π beepers, pagers and web-based communications to automate notification and status updates |
| Logistics/Equipment | <ul style="list-style-type: none"> π Procurement and distribution procedures in place prior to emergency π Equipment inventory up-to-date and integrated across system |
| Intelligence | <ul style="list-style-type: none"> π Information sharing protocols with local law enforcement π Effective information dissemination throughout system |