

Ladies and Gentlemen: This Is Not a Drill....

A Study of Internal and External Emergency Communication Policies

at the:

*Metropolitan Transportation Authority
Long Island Rail Road
Metro-North Railroad
New York City Transit*

August 2005

Ellyn Shannon
Transportation Planner

William Henderson
Associate Director

Karyl Berger
Research Associate

***Permanent Citizens Advisory Committee to the MTA
347 Madison Avenue, New York, NY 10017***

EXECUTIVE SUMMARY

This report discusses provisions for emergency communication within the MTA and the Long Island Rail Road, Metro-North Railroad, and the NYC Transit Subways and presents conclusions about each agency's preparation for internal and external communication before, during, and after an emergency. In light of recent terrorist attacks on the London Underground and past assaults on public transportation systems in Tokyo and Madrid, the importance of effective communication between public transportation agencies and their customers and within and between the agencies themselves has become clear. With these events, interest has developed in ways that the MTA can have more meaningful and effective communication on the commuter railroads and NYC Transit subways.

This report was researched and largely prepared prior to the London Underground attacks, but the issues of concern that existed prior to these incidents remain the same. MTA agencies must provide for internal communication, communication with other MTA agencies, communication with security, police, and other external entities supporting the MTA security program, and communication with the agencies' customers. It is especially important that communication with customers involve not only the agencies transmitting information to customers, but also the agencies listening to customers, who constitute a vital first source of information about potential threats in the public transportation system. This is a new paradigm that calls for a detailed reconsideration of current policies.

Historically, most large-scale emergencies impacting MTA service have been weather-related, but recent non-weather service disruptions highlight the need to plan for a variety of emergency situations. Customers have found the quality of response during emergencies to be inconsistent, particularly related to communication. This concern led the PCAC to produce this report. In our research we found that the MTA operating agencies' emergency response plans differ significantly in how they incorporate communication as an integral component.

Metro-North Railroad clearly demonstrates that communication is a top priority and has integrated procedures for communication before, during, and after incidents into their emergency response plans. The Long Island Rail Road has carefully developed plans for emergencies, but their communication procedures are not blended seamlessly into these plans. The information that we received from NYC Transit raises questions about the priority assigned to communication in an emergency. In meeting with NYC Transit, we were told initially that access to the agency's emergency response plan documents is restricted even for management personnel. We were later provided with access to Transit management and written materials, but we found the treatment of the communication function to be not as highly developed as it was in other materials that we reviewed.

EMERGENCY PREPAREDNESS PLANS

Metropolitan Transportation Authority

MTA Headquarters is the lead agency responsible for addressing major emergencies at the MTA and its operating agencies. The MTA Department of Security facilitates the Interagency Counterterrorism Task Force (ICTF), which coordinates and communicates with federal, state, and local agencies involved in planning for and responding to emergencies.

At the operating agency level, the Long Island Rail Road, Metro-North Railroad, and New York City Transit are responsible for developing their own emergency response plans, which the MTA states they review, assess, and revise to establish consistency among the agencies. As part of its effort to ensure a uniform emergency response, the MTA also has implemented the *Incident Command System* (ICS) within its Department of Security. The ICS structures information flow and formalizes the field command structure, allowing the MTA to comply with the newly enacted *National Incident Management System* (NIMS) statute.

Other initiatives implemented by MTA Headquarters include supporting the *Transit Watch* program through an employee awareness campaign, worksite visits by Department of Security staff, and customer awareness outreach with announcements, posters, and written materials. MTA Headquarters also coordinates a series of simulated emergency response exercises with MTA personnel and outside emergency preparedness and response agencies.

Long Island Rail Road

The Long Island Rail Road has three types of emergency plans, the *Winter Storm and Other Contingencies Plan*, the *System Safety Program Plan*, and the *Long Island Rail Road Facility Emergency Action Plans*. The *Winter Storm* plan is intended to address emergencies that are operational in nature. The *System Safety* plan broadly delineates safety policy and procedures for employees. The *Facility Emergency Action Plans* address evacuation procedures for specified locations.

The *Winter Storm and Other Contingencies Plan's* language, title, and layout are confusing, making it difficult to use in a non-weather related emergency, and often the plan's language does not translate well beyond the context of winter weather. The format makes it difficult to quickly reference individual topics, and critical "Passenger Services" and "Communications" components of the plan are located in the appendix. The *Long Island Rail Road System Safety Program Plan* is also difficult to navigate and often refers to other documents. The *Long Island Rail Road Facility Emergency Action Plans* are emergency response plans designed for Penn Station and the East River tunnels, Jamaica station, and the Flatbush Avenue terminal.

Metro-North Railroad

The *Metro-North Railroad's Emergency Plans* incorporate the *Weather Emergency Service Plan*, *Emergency Evacuation Procedures for Fire, Emergency or Hazmat Incidents*, and the *Electrical Power Shortage Plan*, which address specific types of emergencies. The clearly labeled, detailed, and organized formats of the plans lend themselves to easy access to information in an emergency. The *MNR Emergency Plans* were developed to respond to a variety of unanticipated emergency scenarios. The layout of the *MNR Emergency Plans* is easy to follow, and the contents are detailed and informative.

New York City Transit

New York City Transit has developed a written plan called the *NYC Transit Policy Instruction 10.32.3 Procedures for Response to Rapid Transit Emergencies*. The plan is also referred to as the *Emergency Response Plan (ERP)* and takes an all hazards approach to responding to emergencies. NYC Transit intends that the plan can be applied to any emergency that occurs in the subway system. The ERP addresses the following situations:

1. Fire/smoke condition in tunnels.
2. Fire/smoke condition in/under a train.
3. Fire/smoke condition on or adjacent to NYC Transit property.
4. Mass customer evacuation from trains.
5. Total/partial power failure.
6. Collisions/derailments in passenger service.
7. Person under a train.
8. Bomb threat or explosive devices.
9. Nuclear/biological/chemical release.
10. Flammable and combustible liquids/vapors
11. Emergency fan operation.

The plan also outlines standard operating procedures for establishing command posts and communicating and coordinating with emergency response agencies. NYC Transit's procedure for responding to flooding situations is contained in its separate *Hurricane Plan*. There is also a specific operational plan to deal with emergency operations during winter storms. The format and organization of NYC Transit's ERP are clear and easy to follow.

NYC Transit's Emergency Response Plan is written for dispatch and supervisory level employees. Field employees rely on training and memorandums for responding to emergencies. The ERP does not include specific information about the policies and instructions that field personnel in various positions receive in these trainings and memorandums. The ERP also does not indicate how field personnel in different roles are expected to communicate and interact with passengers. In situations where communication is limited or lacking, this lack of information could pose particular

problems, especially if key senior personnel are uncertain of the actual policies that frontline personnel will carry out. While NYC Transit's operating procedures for dealing with emergencies depend heavily upon communication between front line personnel and supervision, the ERP does not include provisions that address the loss of normal communication capabilities.

EMERGING THEMES

While specific findings and recommendations can be found in the body of this report, we found a number of recurring themes that characterized each agency's approach to communication in emergency situations.

LONG ISLAND RAIL ROAD

1. The Long Island Rail Road faces a number of challenges in its mission to provide meaningful communication in the event of an emergency, including multiple terminals, an extensive interconnected line structure, and security concerns due to infrastructure features, such as deep underwater tunnels into Manhattan.
2. A major strength of the Long Island Rail Road's emergency preparedness effort is its level of coordination with local emergency responders. The LIRR conducts many drills involving local agencies, and devotes a great deal of attention to working with emergency responder trainers. The railroad has also provided decommissioned rail cars for use in training, which are invaluable in training outside agencies.
3. The Long Island Rail Road has numerous plans that deal with emergency situations, but they are neither collected in a single document nor written to provide a clear and detailed picture of the railroad's overall emergency response strategy.
4. The organization of the plans makes it difficult to quickly locate needed information or to determine the most recent revision of a particular policy or procedure. Because some documents are infrequently revised, readers may question whether they are following current policy.

METRO-NORTH RAILROAD

1. Metro-North Railroad provides employees open access to detailed information about how they are to handle emergency situations.
2. Metro-North policies have been written in sufficient detail to ensure that employees know their responsibilities in an emergency.
3. Metro-North Railroad's policies are written with a tone of expectation that in an emergency situation all employees can be relied upon to fulfill their responsibilities.
4. Metro-North has a clear policy concerning plan update procedures.

NEW YORK CITY TRANSIT

1. The overall outline of the agency's emergency response effort is not readily apparent even to some NYC Transit management personnel because much of the agency's plan is provided only to specified groups of employees who have related functional responsibilities. We were told that few persons within NYC Transit have access to the entire emergency plan.
2. NYC Transit emergency communication procedures are essentially more intensive implementations of its normal communication procedures. In several incidents over the past year, such as the disruptions resulting from the Chambers Street relay room fire and Lexington Avenue line signal problems, this practice has led to widespread customer confusion.
3. The NYC Transit Employee News Service (TENS) intranet site is a promising resource for training employees in emergency communication, but the information provided is limited, and general in nature. The information that does appear on the TENS site in many cases has not been updated, and promised further information and links have not been provided. In some cases, statements that more information will be "coming soon" appear to be several years old.
4. Policies that have been developed for front line staff in emergencies and are conveyed through trainings and memorandums are not included in the NYC Transit Emergency Response Plan, limiting the availability of this information to upper management in an emergency.

RECOMMENDATIONS

The recommendations relate to internal communication within a specific agency or communication between the three operating agencies as well as external communication between the MTA or an operating agency and its customers, other transit agencies, governmental entities, and community organizations. These recommendations are repeated at the end of this report.

MTA/AGENCY WIDE

- ***Provide Active Oversight of the MTA Agencies' Emergency Plans to Ensure that Internal and External Communication Are Integral Components.***
 - The MTA should require the MTA agencies to include a detailed "communication" section as a component of all emergency plans and provide a *Best Practices* guideline.
 - The MTA should maintain updated copies of all plans, and require the agencies to review and update any policies that are more than two years old.
- ***Fast Track All Communication Technology Projects to Railroad and Transit Stations.***

Whether communicating to customers about an attack on the system, or staff needing to communicate quickly and effectively with the Control Centers or emergency services, the MTA needs to ensure that every station can receive and transmit effective communication through the most updated technologies.

 - The MTA should speed plans to install and upgrade the existing communication systems, such as the Public Address/Customer Information Systems, CCTV and other communication projects to insure the ability to communicate effectively. Communication is of utmost importance, and yet some LIRR and NYC Transit stations still do not have Public Address systems.
- ***Improve the MTA Website for Better Clarity, Efficiency and Navigation.***

The MTA should improve its website's design by establishing a hierarchy of information from very general to very specific categories. Instead of displaying a large number of links to specific information on the home page, website pages with detailed information should generally be organized by categories. A limited number of specific messages, such as those containing new or particularly important information, could be highlighted with direct links on the home page for a limited period of time. This reorganization would reduce clutter and repetition on the site.

The MTA should also seek to enhance website users' abilities to navigate the site. By making the website more efficient, substantially more information could be added, including:

- Information about measures the MTA is taking to increase safety and security on the system, designed to address riders' anxieties.
- Information about improved safety features of MTA trains; and
- Station complex wayfinding information;
- ***Formalize the Use of the Intranet as a Communication Tool for All Departments at the Operating Agencies.***

The MTA should spearhead an effort to formalize the use of the intranet as a communication and training tool for all departments at the operating agencies.

- The MTA should provide guidelines for developing departmental intranet programs to increase communication with employees.
- The MTA should require each MTA agency to develop proactive plans for intranet development, including training and communicating with staff regarding security issues.
- ***Establish Formal Procedures for Performance Evaluation After Emergencies.***
 - The MTA should develop formal guidelines requiring agencies to prepare performance evaluations following emergencies. These performance evaluations should result in a report to the MTA and its Board members. The report should include recommendations to improve performance with action plans to implement them.
 - The MTA should actively participate in the development of performance evaluation reports and receive quarterly status reports on the implementation of the recommendations.
- ***Expand the Use of Informational Brochures and Enhance Existing Printed Guides.***

Although all three MTA operating agencies distribute informational brochures, the following additional materials should be produced and made available to customers:

- A MetroCard holder and wallet sized card should be developed to provide tips about what to know and do during an emergency, with basic information and important telephone numbers. This information should be available in different languages.
- A general emergency preparedness brochure should be designed to stimulate customer thought about their readiness for an emergency that disrupts service. This material should reference resources produced by the operating agencies,

such as evacuation videos, alternative service guides, and on-board emergency information.

LONG ISLAND RAIL ROAD

- ***Formalize and Rename Its Winter Storm Operating Committee to Better Reflect the Multiple Types of Emergencies that the Committee Is Prepared to Address.***
 - The Winter Storm Operating Committee should formally establish its purpose with a policy document that states the roles and responsibilities of each member of the Committee. The new name of the Committee would be more informative in conveying the types of emergencies that it and its staff are prepared to address
- ***Write All Policies and Procedures as Precisely as Possible to Ensure that Employees Know Their Responsibilities in an Emergency.***
 - While it is sometimes difficult to specify procedures for every emergency situation, it is important that the policies and procedures are clearly written so that employees can fully understand the role that they are expected to assume in an emergency situation and the proper way to take positive action to bring about a successful emergency response.
- ***Create a Comprehensive Emergency Plan Document that Is Readily Applicable to a Broad Range of Emergency Situations and Formatted for Easy Direct Access to the Information.***
 - The LIRR should produce a plan document that can readily be applied to a broad range of emergency situations without the need to translate from the language of a winter weather emergency plan.
 - The plan should be presented in a format that is organized with clearly titled sections and consistently numbered pages for fast access to information. The basic outline of the plan should be understandable with referenced material included.
 - The plan should assign responsibilities for actions to specific positions within the Rail Road.
- ***Maintain an Updated Set of Plan Documents Covering All Common Emergency Scenarios that Is Readily Accessible on a Moment's Notice in a Central Location.***
 - The plans should be all-inclusive, updated, and accessible in a moment's notice.

- The LIRR should maintain current sets of Facility Emergency Action Plans at its Jamaica headquarters and ensure that current copies of all supporting materials referenced in its plans are also readily available.
- ***Ensure that Plans are Continually Updated, Old Plans Are Removed and Changes Incorporated Promptly.***
 - When the LIRR makes changes to its plans, it is imperative that the changes are incorporated promptly into the existing plans, old plans are removed, and that the new plans are reviewed to ensure that the changes have been incorporated.
- ***Provide Train Personnel with Announcement Information to Provide Customers with During Emergency Situations.***
 - Currently the materials carried by LIRR train personnel, Appendix B – *Train Evacuations* and Appendix C – *On Train Announcements*, do not provide any information regarding announcements that are to be made during an emergency or train evacuation. Sample announcements should be provided for train personnel with recommended frequencies.
- ***Produce General Emergency Informational Materials for Customers in a Common Format.***
 - Although the LIRR and MNR rail networks differ, generic information about what to do during service disruptions, such as winter weather emergencies, is common to both systems. The two railroads' marketing departments should collaborate and produce general emergency preparedness materials, although production of railroad-specific versions of some materials will be required.
- ***Provide Alternative Service Announcements.***
 - When service disruptions require alternative service the LIRR should provide detailed announcements on trains and over public address systems at stations about customer options, such as bus routes to stations on other branches.
 - The LIRR should advise Travel Information Agents to provide similar information to customers over the telephone and post the same information on the MTA website.
- ***Produce Brochures with Transit Service Alternatives.***
 - The LIRR should produce brochures that detail alternative modes of travel.
 - The material should outline alternative services that are available for customers at outlying stations in Queens and Brooklyn and for LIRR riders in Nassau and Suffolk Counties when terminal facilities are closed. The LIRR should also

consider creating an alternative service page for its website similar to that under development by Metro-North Railroad.

- The material should also list bus routes that are in close proximity to these stations. Such information was available during the Republican National Convention in August, 2004, and it should be readily accessible on an on-going basis.

METRO-NORTH RAILROAD

- ***Produce General Emergency Informational Materials for Customers in a Common Format.***
 - Although the LIRR and MNR rail networks differ, generic information about what to do during service disruptions, such as winter weather emergencies, is common to both systems. The two railroads' marketing departments should collaborate in producing general emergency preparedness materials, although production of railroad-specific versions of some materials will be required.
- ***Provide Customers with Transit Service Alternatives.***
 - Where some combination of Amtrak trains, subways, and express and local buses provide feasible alternative service, the MNR should advise its customers of these alternatives for use during emergency situations. Metro-North has discussed with us the creation of a website page identifying alternative services. We agree that this is useful but believe that the use of printed materials to inform riders of service alternatives may be appropriate for travel to some stations.

NEW YORK CITY TRANSIT

- ***Create a Working Emergency Management Task Force (EMTF).***
 - NYC Transit should establish an Emergency Management Task Force, similar to the one that MNR created following the blizzard of 1996, to ensure that all agency managers receive the same information.
- ***Create a Detailed Communication Section to be Included in the Emergency Response Plan.***
 - NYC Transit should incorporate an emergency communication plan for internal and external communication into its *Emergency Response Plan*. The section should be available to all NYC Transit employees.

- The section should detail steps that should be taken if communication technology fails and frontline employees are required to operate independently of the Control Center.
- The section should also include policies concerning emergency response and communication to customers during emergencies that are provided to frontline staff through memorandums and training sessions.
- ***Address Elevated Stations and Track Structures in the Emergency Response Plan.***
 - The list of situations covered in the ERP that was provided to us did not indicate that emergency situations on elevated subway lines are specifically addressed in the plan. Since elevated track presents its own set of challenges in an emergency, it should be specifically addressed in the ERP.
- ***Write Policies and Procedures as Precisely as Possible to Ensure that Employees Are Aware of Their Responsibilities in an Emergency.***
 - While it is understandable that NYC Transit chooses to limit access to emergency plans for security reasons, these plans must be written in such a way that all employees have a clear understanding of their role during an emergency situation and its relationship to the overall emergency response effort. It is important that employees feel comfortable in the role they have been assigned. Therefore, directions in all materials must be clear, concise, and understandable.
- ***Maintain an Updated Set of Plan Documents Covering All Common Emergency Scenarios that Is Readily Accessible on a Moment's Notice in a Central Location.***
 - NYC Transit should generate plans that are applicable to a variety of scenarios and include communication components. These plans should be all-inclusive, updated and accessible in a moment's notice. Although the Interagency Counterterrorism Task Force has copies of all the agencies' plans, it is imperative that NYC Transit maintain an updated set of plans in a readily accessible location.
- ***Ensure that Plans Are Continually Updated and Changes Incorporated Promptly.***
 - When NYC Transit makes changes to its plans, it is imperative that the changes are incorporated promptly into the existing plans and that the plans are reviewed to ensure that the changes have been made.

INTRODUCTION

This report was researched and largely prepared prior to the London Underground attacks, but the issues of concern that existed before these incidents remain the same. MTA agencies must provide for internal communication, communication with other MTA agencies, communication with security, police, and other external entities supporting the MTA security program, and communication with the agencies' customers. In these times, it is especially important that communication with customers include not only the agencies transmitting information to customers, but also the agencies listening to customers, who constitute a vital first source of information about potential threats in the public transportation system. This is a new paradigm that calls for a detailed reconsideration of current policies.

With the general increase in information technology and public concern about security threats to our public transportation systems, MTA commuter railroads and NYC Transit subway customers have begun to expect more meaningful and effective communication when their service is disrupted. Recent terrorist attacks on the London Underground subway system and past assaults on public transportation systems in Tokyo and Madrid have further illustrated the importance of effective communication between public transportation agencies and their customers and within and between the agencies themselves.

This report examines the provisions for emergency communication that exist within the MTA and the Long Island Rail Road, Metro-North Railroad, and the NYC Transit Subways. In preparing this report, we examined the policies and instructions given to each agency's operating personnel to form conclusions about their levels of preparation for internal and external communication before, during, and after an emergency.

Historically, MTA operating agencies have needed to inform large numbers of customers about the status of service primarily during weather-related emergencies. Thus, it is not surprising that weather-related emergency plans largely served as the basis for emergency procedures. The evolution of communication procedures has taken different paths across the three agencies and, while the operating personnel of the three MTA agencies have responded admirably and effectively in large-scale emergencies such as September 11, 2001 and the blackout of August 14, 2003, passengers have perceived that the quality of communication in these and other emergency situations is inconsistent across incidents and operating agencies.

This perception led us to produce this report. In our research we found that the MTA operating agencies' emergency response plans differ significantly in how successfully they incorporate communication as an integral component. Metro-North Railroad clearly demonstrates that communication is a top priority and has integrated procedures for communication before, during, and after incidents into their emergency response plans. The Long Island Rail Road has carefully developed plans for emergencies, but communication procedures have not been as seamlessly blended into these plans, with

communication-related material incorporated by reference to multiple policies and documents.

The information that we received from NYC Transit demonstrates limited evidence of the importance of communication in an emergency. In meeting with NYC Transit, we were told that there is restricted access to the agency's emergency response plan documents even for NYC Transit management, although we later were given access to these documents. While we recognize a necessary tension between confidentiality and the need for awareness of emergency procedures, the controls imposed on NYC Transit's emergency response plans raise questions whether these plans can be effectively communicated.

Emerging Themes

While our findings and recommendations can be found in the body of this report, we encountered a number of recurring themes that characterized each agency's approach to communication in emergency situations.

Long Island Rail Road:

1. The Long Island Rail Road faces a number of challenges in its mission to provide meaningful communication in the event of an emergency, including multiple terminals, an extensive interconnected line structure, and security concerns due to infrastructure features, such as deep underwater tunnels into Manhattan.
2. A major strength of the Long Island Rail Road's emergency preparedness effort is its level of coordination with local emergency responders. The LIRR conducted many drills involving local agencies, and devotes a great deal of attention to working with emergency responder trainers. The railroad has also provided decommissioned rail cars for use in training, which are invaluable in training outside agencies.
3. The Long Island Rail Road has numerous plans that deal with emergency situations, but they are neither collected in a single document nor written to provide a clear and detailed picture of the railroad's overall emergency response strategy. Frequently the plans cite separate policy and procedure documents to which the reader must refer.
4. The organization of the plans makes it difficult to determine the most recent revision of a particular policy or procedure referenced by the plan. Because some documents are infrequently revised, readers may question whether they are following current policy.

Metro-North Railroad:

1. Metro-North Railroad provides employees open access to detailed information about how they are to handle emergency situations.
2. Metro-North policies have been written in sufficient detail to ensure that employees know their responsibilities in an emergency.
3. Metro-North Railroad's policies are written with a tone of expectation that in an emergency situation all employees can be relied upon to fulfill their responsibilities.
4. Metro-North has a clear policy concerning plan update procedures.

New York City Transit:

1. The overall outline of the agency's emergency response effort is not readily apparent even to some NYC Transit management personnel, because substantial portions of the agency's emergency plan are provided only to specified groups of employees who have related functional responsibilities. We were told that few persons within NYC Transit had access to the entire emergency plan.
2. NYC Transit emergency communication procedures are essentially more intensive implementations of its normal communication procedures. In several incidents over the past year, such as the disruptions resulting from the Chambers Street relay room fire and Lexington Avenue line construction related water damage signal problems, this policy led to widespread customer confusion.
3. The NYC Transit Employee News Service (TENS) intranet site is a promising resource for training employees in emergency communication, but the information provided is limited and general in nature, mainly consisting of information that helps personnel working in public areas of the subway system identify potential security threats. Other material is oriented toward helping employees deal with security risks in their personal lives; while this is a worthy effort, it does not provide much information that would make employees more effective in dealing with the public. The information that does appear on the TENS site has in many cases not been updated, and promised further information and links have not been provided. In some cases, statements that more information will be "coming soon" appear to be several years old.
4. Policies that have been developed for front line staff in emergencies and are conveyed through trainings and memorandums are not included in the NYC Transit Emergency Response Plan, limiting the availability of this information to upper management in an emergency.

Organization of the Report

Communicating with customers of the MTA subway and commuter rail systems is a tall order even in normal circumstances. In emergencies, communication becomes especially difficult. The MTA operating agencies have implemented a variety of policies and practices to guide their employees in communicating with their customers, and some of these policies and practices have been more effective than others. In this report we have attempted to identify successful efforts that can be adapted for use throughout the MTA.

This report begins by discussing the emergency plans that have been developed for the MTA as a whole and for the Long Island Rail Road, Metro-North Railroad and the NYC Transit subways. The report then focuses on the ways in which each agency communicates with its customers in the event of an emergency. We examine the training that is provided to agency personnel to prepare them for dealing with the public in emergency situations. We also review the procedures that each agency has established to assess its performance in actual and simulated emergency situations and to modify plans and procedures to improve performance. Finally, we present our recommendations for actions that each agency can take to improve its performance in communicating with its employees and customers in emergencies.

EMERGENCY PREPAREDNESS PLANS

Metropolitan Transportation Authority

MTA Headquarters is the lead agency responsible for dealing with emergency situations at the MTA and its operating agencies. William A. Morange, the MTA Deputy Executive Director/Director of Security, is responsible for the oversight and coordination of MTA security efforts. Under his leadership, the Interagency Counterterrorism Task Force (ICTF) coordinates with federal, state and local agencies and maintains direct communication with multiple agencies including but not limited to the New York City Police Department (NYPD), New York State Police, National Guard, Regional Emergency Management Offices, New York State Office of Homeland Security (SOHS) and the U.S. Department of Homeland Security (DHS).

At the operating agency level, the Long Island Rail Road, Metro-North Railroad, and New York City Transit are responsible for developing their own emergency response plans. The MTA states that the plans are reviewed, assessed, and revised by MTA Headquarters to establish a level of uniformity among the agencies' emergency response efforts. To achieve greater uniformity in its response to emergencies, the MTA implemented the *Incident Command System* (ICS) within the Security Department. The ICS allows the MTA to approach emergency situations in a structured, proactive, and controlled manner by coordinating responses and communication efforts. It also ensures MTA compliance with the newly enacted *National Incident Management System* (NIMS) statute.

The MTA also coordinates the *Transit Watch* program for the operating agencies. *Transit Watch* is a nationwide safety and security awareness campaign sponsored and developed by the Federal Transit Administration (FTA) together with other national public transportation organizations. The program's main objective is to educate the public and transit personnel about safety and security issues and to encourage them to be active partners in identifying and reporting suspicious activity in and around transit systems. The campaign provides information and instructions to transit passengers and employees about what to do and whom to contact in the event of an emergency. *Transit Watch* has been incorporated into MTA agency-wide emergency preparedness plans through a number of initiatives including:

1. **Employee Awareness Campaigns:** These campaigns emphasize the importance of employee alertness within the work environment. The ICTF created and disseminated to every MTA employee a security awareness booklet entitled: "Transportation Employees-Guide for Security Awareness." The booklet serves as a quick reference that employees can conveniently access for guidance.
2. **Swing Room Visits:** MTA Department of Security staff, including the Director, visit and speak directly with employees at their place of work, emphasizing the

shared responsibility that employees, customers, and all New Yorkers must assume to maintain a secure environment.

3. **Commuter Awareness Programs:** These programs are focused on expanding riders' awareness. The programs have included safety and security "seat drops" and public announcements. The *If You See Something, Say Something* campaign has been implemented to raise the security awareness level of riders across the entire MTA transportation network. The campaign is intended to empower users by encouraging them to be an integral component in the deterrence of and protection against terrorist attacks.

The MTA conducts domestic preparedness exercises throughout the MTA region. These exercises simulate a terrorist attack on transportation and communication infrastructure. The scenarios for the exercises are created to require a multi-jurisdictional response where agencies are required to integrate their functions under the *Incident Command System*. This exercise enables the participating agencies to identify strengths and weaknesses within their communication and coordination effort. The purpose of these exercises is to test the ability of emergency responders, requiring them to go beyond their normal capacity to respond to a major incident.

Participating agencies can evaluate their response to the incident and determine whether adjustments should be made to their emergency operating procedures based on the exercise. The exercises emphasize problem identification, emergency response coordination, and resource integration. This process also helps to identify larger problem areas and can inform Homeland Security officials of areas where increased funding or training are needed.

In both training for and executing emergency response, MTA agencies work closely with the MTA Police Department, the Interagency Counterterrorism Task Force (ICTF), the Federal Railroad Administration (FRA), and various other local, state, and federal agencies, all of whom would properly and necessarily be involved in responding to fire, hazmat situations, and explosion incidents.

Long Island Rail Road

The introduction of Long Island Rail Road's *Standard Operating Procedures for Winter Storms and Other Contingencies* contains the following statement:

"After safety, the most important rule to remember is that communication with our customers is essential to our success. We must always keep our customers fully informed. They must be and remain our prime consideration at all times. All that we do affects our customers. We must work to keep our customers informed with timely and informative communication. This is especially critical during periods of severe winter weather which has the potential to delay and or disrupt service."

Long Island Rail Road has three types of emergency plans:

1. The *Winter Storm and Other Contingencies Plan* is intended to address emergencies that are operational in nature. An operational emergency affects train movement, which requires alternative service plans and evacuation planning. The plan addresses each department's responsibility during a disruption of train service.
2. The *System Safety Program Plan* delineates safety policy and procedures for employees. The Plan provides a broad range of information on hazard identification and resolution, accident and incident reporting and investigation, training and certification, emergency response planning, coordination, training, and interdepartmental and interagency coordination.
3. The *Long Island Rail Road Facility Emergency Action Plans* are produced for each major passenger facility and address evacuation procedures for specified locations during emergencies.

The *Winter Storm and Other Contingencies Plan's* language, title, and plan layout are very confusing, making it an unsuitable document to rely upon in a non-weather related emergency. The phrase "and Other Contingencies" was added to the plan after September 11, 2001, when the LIRR determined that the internal systems developed for major winter storms could also be effective for other emergencies, including unplanned service disruptions, such as the August 2003 blackout. The plan is written in language that addresses winter storm emergencies and regularly refers to varying degrees of snow and freezing conditions, which is the basis upon which many decisions are to be made. The reader is required to mentally revise the plan to address other types of emergencies in order to assess how the plan can function under non-winter weather emergency circumstances. Often the plan's language does not translate well beyond the context of winter weather conditions.

The format of the *Standard Operating Procedures for Winter Storm and Other Contingencies* makes it difficult to quickly reference individual topics. There are no tabs to quickly locate particular plan topics, the pages are not consistently numbered, and a number of sections are not integrated into the plan but rather are placed in the appendix section of the plan. The appendix is where the critical "Passenger Services" and "Communications" components of the plan are located. This arrangement does not instill confidence that the LIRR places a high priority on communication and public information in an emergency in spite of the statement on communication in the introduction of the document.

The *Long Island Rail Road System Safety Program Plan* is also a document that is difficult to navigate. The index lists twenty-nine elements of the plan without reference to page numbers because the pages are not numbered. The elements are not obviously divided by either tabs or chapter title pages. Within the elements references are made to sixty-two other documents. In reviewing the documents that were made

available to us, it is evident that the LIRR should reduce the redundancies contained in the multiple documents and produce a comprehensive multi-volume emergency plan. The plan needs to be focused and to establish a level of expected performance for employees.

The *Long Island Rail Road Facility Emergency Action Plans* are emergency response plans designed for Penn Station and the East River tunnels, Jamaica station, and the Flatbush Avenue terminal. These plans are referenced, but not included in the System Safety Program Plan. Copies of the plans are located at the facilities and distributed to emergency responders serving each facility. The plans are also implemented regularly through drills performed at the facilities.

Metro-North Railroad

The introduction to Metro-North Railroad's *Emergency Plans* contains the following statement:

“Effective and appropriate responses to emergencies require decision makers and those implementing emergency plans receive accurate and timely information. As a result, these plans specify routes for communicating decisions and providing feedback within management, to and from the field, to our customers and the media and to and from external agencies.”

Metro-North's effort to respond appropriately and communicate in a timely and effective manner with customers in emergency situations has culminated in the development of their *MNR Emergency Plans*, which detail a variety of response scenarios that articulate what actions should be taken and which personnel are responsible for prescribed actions during the emergency.

1. The *Weather Emergency Service Plan* addresses operational and communication issues when inclement weather causes major service disruptions on the railroad. When a weather emergency extends over several days, the plan provides for incremental improvements in service each day until full service is restored.
2. The *Emergency Evacuation Procedures for Fire, Emergency or Hazmat Incidents* instructs how to minimize hazards immediately whenever there is a fire, report of the presence of an explosive device, explosion, or release of hazardous waste or materials that could threaten human health or the environment.
3. The *Electrical Power Shortage Service Plan* describes procedures for maintaining some service during power emergencies by restricting operations to lines where emergency Consolidated Edison electrical service is available.
4. The *MNR Emergency Plans* instruct staff on how the agency should respond to other emergencies that may arise. The plans include instructions on how to

prepare for special circumstances where MNR infrastructure may create unique conditions and require specific evacuation procedures.

Metro-North Railroad's *Weather Emergency Service Plan, Emergency Evacuation Procedures for Fire, Emergency or Hazmat Incidents, and the Electrical Power Shortage Plan* address specific types of emergencies. The clearly labeled, detailed, and organized formats of the plans lend themselves to easy access to information in an emergency. The *MNR Emergency Plans* were developed to respond to a multitude of unanticipated emergency scenarios that may occur.

The layout of the *MNR Emergency Plans* is easy to follow and the contents are detailed and informative. The first section of the plan is labeled *Decision Making*; this section discusses in detail the "who" and "how" of the decision making process and most importantly the staff positions responsible for performing each task. The second section of the emergency response plan is entitled *Customer Communications*. In this section detailed outlines are provided for the Customer Communication Center, station public address announcements, the Media Relations Department, on-board train announcements in Grand Central Terminal, and website communication. Each of these outlines addresses a range of potential emergency events which are categorized as anticipated or unanticipated. A stated objective for each type of communication is provided, followed by a discussion of how the communications are to be activated and the lines of communication. The discussion of station public address announcements includes sets of plans for service disruptions of either a known or unknown nature. The functional announcement plans detail the frequency of each announcement to be made and include sample announcements.

Outside of Grand Central Terminal, on-board communication is governed by *Metro-North Railroad's Passenger Train Emergency Preparedness Plan*, which is a separate document required by the Federal Railroad Administration. This document details procedures for on-board communication to customers and to the Control Center. The document also clearly outlines required employee training and qualifications, customer safety information, passenger train emergency simulations, and the debriefing and critique session required after every incident.

New York City Transit

New York City Transit has developed a written plan called the *NYC Transit Policy Instruction 10.32.3 Procedures for Response to Rapid Transit Emergencies*. The plan is also referred to as the *Emergency Response Plan* (ERP) and takes an all hazards approach to responding to emergencies. NYC Transit intends that the plan can be applied to any emergency that occurs in the subway system. The ERP addresses the following emergency situations:

1. Fire/smoke condition in tunnels.
2. Fire/smoke condition in/under a train.
3. Fire/smoke condition on or adjacent to NYC Transit property.

4. Mass customer evacuation from trains.
5. Total/partial power failure.
6. Collisions/derailments in passenger service.
7. Person under a train.
8. Bomb threat or explosive devices.
9. Nuclear/biological/chemical release.
10. Flammable and combustible liquids/vapors
11. Emergency fan operation.

The plan also outlines standard operating procedures for setting up command posts and communicating and coordinating with emergency response agencies. NYC Transit's procedure for responding to flooding situations is contained in a separate *Hurricane Plan*. NYC Transit also maintains a *Winter Operations Plan* to address operational aspects of winter storm emergencies. The format and organization of NYC Transit's ERP are clear and easy to follow.

NYC Transit's Emergency Response Plan is written for dispatch and supervisory level employees. Field employees rely on training and memorandums for responding to emergencies. The ERP does not include specific information about the policies and instructions that field personnel in various positions receive in these trainings and memorandums. The ERP also does not indicate how field personnel in different roles are expected to communicate and interact with passengers. In situations where communication is limited or unavailable, this lack of information could pose particular problems, especially if key senior personnel are uncertain of the actual policies that frontline personnel will carry out. While NYC Transit's operating procedures for dealing with emergencies depend heavily upon communication between front line personnel and supervision, the ERP does not include provisions that address the loss of normal communication capabilities.

AGENCY PLAN DEVELOPMENT AND UPDATES

Long Island Rail Road and Metro-North Railroad emergency plans have evolved significantly since 1984 when the railroads first began developing safety standards to meet New York State requirements. Today, the railroads meet regularly with other MTA agencies, the MTA Police Department, and local, state and federal agencies and emergency responders and make use of input from these agencies in reviewing and revising emergency plans. The LIRR and MNR Vice Presidents of Operations are responsible for the plans at the two railroads.

The LIRR reviews and updates all emergency plans semi-annually. The updates are signed off by the railroad's senior managers. Opportunities to improve the plans are also presented through exercises and critiques and at an annual meeting. The LIRR convenes designated working groups at its annual meeting to focus on particular areas of the plans. The LIRR also conducts a day-long Winter Storm Operations Plan meeting every fall. The meeting incorporates discussion for other non-weather related

contingencies. Every LIRR department is represented at the meeting, as are the other MTA operating agencies and the MTA Police Department.

Metro-North Railroad also reviews and updates all emergency plans semi-annually, in the Spring and Fall, with each revision reflecting particular seasonal concerns. Senior representatives from the Operations, Operations Planning, Human Resources, Diversity, Corporate and Media Relations, Customer Relations, and Policy and Procedures departments review and update the plans to account for any personnel, communication, or procedural changes.

New York City Transit's plan has been in existence since the 1980's. The planning effort is conducted through interagency meetings and is tested by means of exercises and simulation drills. The ERP is also supported by the NYC Mayor's Office of Emergency Management and the New York City Police and Fire Departments as well as by other stakeholders that have emergency management responsibilities. The review and amendment of the ERP is done through a regular annual process and as needed to address issues raised by drills, exercises, or NYC Transit's experience in real life emergencies. The plan is also updated as necessary to reflect any change in policy or procedures. NYC Transit's Office of System Safety coordinates the annual review of the ERP with the participation of the Department of Subways and the NYPD Transit Bureau. The ICTF and other emergency responder groups that develop response plans for emergencies, as well as the Office of System Safety, provide support to the Division of Rapid Transit Operations of the Department of Subways in the planning effort. The ERP is focused on operations, rather than communication.

AGENCY PLAN IMPLEMENTATION

Emergency plans at the two railroads are implemented by the Vice President of Operations or his designee, who is a senior level transportation officer. At the LIRR the Vice President of Operations may call upon its Winter Storm Operating Committee comprised of senior managers in order to implement the emergency plans. The LIRR's operating departments, as well as the Training and System Safety departments, function as an emergency management task force and coordinate with the appropriate resources and affected parties inside and outside the LIRR.

At MNR, the Vice President of Operations has the authority to convene the Metro-North Railroad Emergency Management Task Force (EMTF), which responds immediately to emergency situations. A Duty Officer is responsible for maintaining a continuous flow of information between all MNR field supervisors and the EMTF to ensure that all departments are kept informed and respond with an appropriate and coordinated effort.

In large scale emergencies senior staff and agency resources at NYC Transit are called upon to implement the emergency plan. Senior management personnel from departments including Operations Planning, Public Affairs, and Marketing are notified via pager of emergencies in the system and are called upon to develop alternative

service plans and public information programs appropriate to the scope and scale of the emergency.

PREPARING EMPLOYEES FOR EMERGENCIES

The Long Island Rail Road, Metro-North Railroad, and New York City Transit together have more than 55,000 employees who are responsible for the safety of 7.5 million passengers a day. Because these employees must be ready to act decisively to implement emergency plans, the preparation and training that accompanies the plans is equal in importance to the plans themselves. The safety of the traveling public demands that the MTA workforce be informed, trained, and prepared for emergencies.

The MTA's Department of Security is responsible for establishing and maintaining lines of communication and cooperation with the external agencies that will respond to an emergency within the MTA system. The MTA accomplishes this through its *Interagency Counterterrorism Task Force* (ICTF). The ICTF conducts six *Domestic Preparedness Exercises* each year throughout the MTA region. These facilitated tabletop exercises simulate a terrorist event that will cause major transportation disruption, damaging infrastructure and requiring extensive communication and a multi-jurisdictional response. The participants must identify the problem, coordinate the emergency response, and integrate the available resources during the event. The exercises are conducted at a pace that is comparable to an actual event. The goal is to test the ability of emergency responders to integrate their functions within the *Incident Command System* under the time pressures of an actual emergency. The result is that these drills identify strengths and weaknesses in the local coordination and integration of response resources.

The MTA also maintains limited collaboration with the MTA operating agencies on their training programs. The MTA states that due to the diversity of the agencies operations, each MTA agency is responsible for training its personnel according to its own guidelines. The training provided is guided by the individual missions of the operating agencies and the overall mission of the MTA.

COMMUNICATING THE PLAN TO EMPLOYEES

The Long Island Rail Road's complex infrastructure poses heightened security concerns due to its multiple terminals, extensive interconnected line structures, and deep tunnels into Manhattan. In an effort to decrease security risks the railroad has chosen to limit the distribution of their plans; thus LIRR plans are not readily available via intranet. Similar to MNR, the information in the LIRR's plans and updates are conveyed to employees through training, contacts with management, and memos, and reinforced during the eight to ten drills that the LIRR holds each year.

At Metro-North Railroad all transportation employees, who are involved with the operation of the railroad, are provided with a copy of the *MNR Emergency Plans*. The most updated edition of the *Emergency Response Plans* is also available on the Metro-North intranet site. The plans and updates are also presented to employees through

training, contacts with management, and memos, and reinforced in the two emergency drills that MNR holds each year.

NYC Transit has also expressed concern that their complex infrastructure poses heightened security concerns. Similar to LIRR, NYC Transit feels that by limiting the distribution of their plans they will decrease their security risks. According to NYC Transit, copies of the *Emergency Response Plan* (ERP) are made available to employees responsible for coordinating emergency response, which includes Console Train Dispatchers and Control Center managers. Updates to this material are provided as needed. PCAC staff were initially informed by NYC Transit that the ERP is not widely available for review and that few persons have access to portions of the plan that are not immediately relevant to their duties within NYC Transit.

EMERGENCY PREPAREDNESS DRILLS

The Long Island Rail Road holds at least six simulated emergency drills each year with two held in New York City and two each held in Nassau and Suffolk Counties. LIRR oversight agencies and the other MTA agencies are invited to the drills as observers. LIRR also conducts annual drills at each of its main terminals; Penn Station, Jamaica Station and Flatbush Avenue Terminal. The Drill Planning Committee meets on a regular basis to discuss the types and locations of the drills. Upon completion of the drills, they are evaluated and critiqued.

Each year Metro-North Railroad holds at least one company-wide simulation to test the internal and external communication between Control Center personnel and emergency responders, within Metro-North Railroad, and with appropriate local, state and federal agencies. Each simulation is organized as a training exercise with specific goals and objectives established by the participating agencies and departments. All MNR operating departments and sub-departments are required to participate, including Corporate and Media Relations, Training, MTA Police, Customer Service, and the Safety Department, which takes the lead in coordinating the exercise. In 2003, Metro-North Railroad also conducted a three-day simulation of a train explosion at 125th Street.

NYC Transit conducts a series of four live drills per year, one targeted toward buses, one for the Staten Island Railway, and two focusing on subways. Each exercise is critiqued and recommended changes to plans and procedures are developed based on the exercise. The drills include all required emergency responders as participants. Federal Transit Administration regulations require rail systems to provide yearly opportunities for training with emergency responders.

EMPLOYEE TRAINING PROGRAMS

The Long Island Rail Road and Metro-North Railroad have employee training and qualifications programs for their on-board and Control Center personnel. The training for on-board personnel includes equipment familiarization, situational awareness, passenger evacuation procedures, coordination of functions, and hands-on instruction with on-board emergency equipment. The initial training is an eight-hour program, and all new crew members are trained and tested on the *Emergency Response Plans* within 90 days of their initial train or engine service start date. A grade of 84 percent or higher is required to qualify for an on-board crew position. Once qualified, crew members are retrained and retested every two years.

At the LIRR, Movement Bureau personnel receive emergency training covering location of emergency exits, on board safety equipment, and the use of fire extinguishers as well annual training on rules and procedures governing medical emergencies. These employees also receive Situational/Security Awareness training, which emphasizes employee awareness and communication, and Control Center personnel attend transportation communication workshops, which include a review of emergency procedures.

Metro-North Railroad crew members are trained to inform customers as soon as possible of the nature of the emergency. It is the responsibility of the on-board personnel to keep customers safe and informed. LIRR crew members are also instructed to provide information about delays and are given sample announcements that can be used as a model for passenger communication in the timetable that each crew member carries. The commuter railroads are governed by FRA regulations codified as CFR Part 239 – Passenger Train Emergency Procedures, which govern the instruction of train crews in procedure for preparing for and managing on-board emergencies and train evacuations. This instruction is included in the initial and refresher crew member training discussed above.

The training for the Metro-North Operations Control Center personnel includes understanding the physical characteristics of the Railroad, communication, emergency simulations, and a debriefing and critique session. The Metro-North Training Department performs the training and examinations. Similar to on-board personnel, Control Center personnel must obtain a score of 84 percent or better on the written examination. Refresher training occurs every two years after the initial training.

NYC Transit states that it provides emergency training to employees in the operating departments and to maintenance personnel. Conductors, Train Operators and Station Agents receive emergency training in train and station evacuations. Rapid Transit Operations employees are required to complete emergency response training during the basic training for their positions. All employees receive refresher emergency response training on a three year cycle. The Office of System Safety continually reviews applicable Federal, State and Local safety laws and regulations to determine the safety training required for New York City Transit employees. In addition, forty

supervisors and managers have been trained in the proper use of Class A and B Hazardous Material Protective Suits and have been instructed on the operation of trains. Additional training is provided through videos.

EMERGENCY PREPAREDNESS COMMUNICATION

Communication is vital to ensuring the successful resolution of an emergency. The lack of clear and effective communication among agency employees with personnel at other affected agencies, and with customers during an emergency can have potentially devastating impacts.

Metropolitan Transportation Authority

In the past two years the MTA Department of Security has used several tools to improve communication during emergencies, by educating passengers in advance of an emergency through conducting on-site drills, and finally through completing performance evaluations after drills and emergencies. The MTA has undertaken an aggressive *If You See Something Say Something* campaign to educate passengers. It has also promoted the use of uniform evacuation posters among the MTA agencies, and facilitated production of evacuation videos for all three agencies. The MTA Department of Security has also developed tabletop exercises to improve coordination and communication during emergencies through the use of the Incident Command System (ICS). Training for implementing the Incident Command System teaches participants to communicate effectively with customers and emergency responders under the time pressures experienced in an emergency.

The Department of Security has also begun to address on-site technology weaknesses. A fundamental on-site challenge during emergencies is coordinating over-the-air voice communication between multiple agencies having radio systems that operate on different frequency bands or that use incompatible formats. To overcome this problem, the MTA has purchased an interoperability radio system that facilitates communication with law enforcement and public safety agencies who respond to MTA emergencies. The MTA, together with emergency responders in the region, are currently evaluating several other technologies to improve their communication systems.

The MTA needs to move more aggressively to improve internal and external communication through expanded use of agency intranet sites for employee communication and streamline improvements to the MTA website to improve its accessibility to the public. The MTA manages the website for itself and its agencies, providing for standardized formatting, language, and terminology.

The MTA has established as a primary goal the use of consistent language by operating agencies in discussing similar situations on the website. Each agency's Public Affairs department is responsible for writing, editing and posting localized service disruptions on the website according to the MTA language guidelines. The Public Affairs departments also serve as the primary contacts in providing information to the MTA website and the news media. Service disruption reports to TRANSCOM and the Trips123 travel information website are issued by each agency's Control Center. The operating agencies also have the ability to post press releases on the website, but have

chosen not to do so. The MTA posts a limited number of press releases, but these primarily address policy rather than operational issues.

In a large scale emergency affecting the entire region, such as the September 11, 2001 attacks or the August 2003 blackout, the MTA coordinates the posting of agency information on the website. On September 11, the MTA updated the website every 30 minutes for each agency. The MTA coordinates website usage on an ongoing basis through a website strategic steering committee that meets quarterly to discuss opportunities for improving the site. This committee is composed of management and administrative staff members from the MTA and its agencies.

MTA agencies have not generally been proactive on website issues. The MTA states that to date, no requests have come from the agencies to the MTA for either design changes or for additional components to the site. After the London attacks many transit websites in the United States chose to speak directly to their riders by posting messages recognizing rider concerns and detailing the added security measures that had been taken to increase safety. The MTA and its affiliates were one of the few large transportation agencies that chose not to communicate with their riders in this way. Recently the MTA added a new section to their website "Security Communications". This section displays the various security posters that can be found throughout the system.

PREPARING THE PUBLIC FOR EMERGENCIES

The Long Island Rail Road, Metro-North Railroad, and NYC Transit have actively begun educating customers through passenger evacuation and emergency videos on the MTA website at www.MTA.info. Each agency's video informs passengers of what to expect in an emergency. The videos instruct passengers to remember three things: remain on the train in most cases to ensure safety; look for the train crew and report the emergency; and listen to instructions from train crew and fire personnel. The video also details what a passenger can expect to happen in a train evacuation and describes how to open doors and windows to exit the train, if necessary. Each agency has also installed detailed emergency instructions in all rail and subway cars explaining to riders what they should do in case of a fire, sick customer, police emergency, or the need to evacuate the train.

The LIRR periodically discusses emergency-related issues in its monthly *Keeping Track* publication. The LIRR recently produced brochures for seat drops on the new M7 cars to inform passengers of new safety features and evacuation procedures and is improving wayfinding signage at Penn Station to better assist passengers in navigating the station. Such information could also be posted on the website to further inform passengers. MNR also informs and updates passengers twice a year on emergency and evacuation procedures through their *Mileposts and Take One Flyer* publications, which are available to passengers through the seat drop program and at stations.

PREPARING AGENCY EMERGENCY RESPONSE TEAMS

The Long Island Rail Road's Winter Storm Operating Committee is less formalized than Metro-North's. The LIRR team is composed of the senior management of the railroad. LIRR has also developed a Customer Assistance Program (CAP) which is co-managed by the Passenger Services and Process Re-engineering Departments. During an emergency, the Chief Transportation Officer communicates the need for CAP Managers to the General Manager – Passenger Services, who in turn notifies the Director – Process Re-engineering. The Re-engineering Department then informs the Departmental CAP Coordinators, CAP Directors, and all CAP Managers of the need for CAP Managers. Each department at the LIRR has at least one CAP Coordinator who is responsible for communicating the nature of the emergency to and deploying CAP Managers for their department. CAP Directors provide leadership for CAP Managers and are the key communication link with the operating department personnel.

The CAP program provides for the deployment of administrative management employees to various locations during service disruptions. There are approximately four hundred CAP Managers; each is assigned to one of four teams, which participate in the program year-round. Teams are on call one of every four weeks and are available for deployment twenty-four hours a day, seven days a week. All CAP personnel are required to attend annual CAP training where updated CAP Handbooks are issued. The training and handbooks provide a comprehensive summary of the requirements of the program and provide the latest station information sheets, station maps, and other changes or enhancements to the program.

Metro-North Railroad created the Emergency Management Task Force (EMTF) in 2001 to plan for and respond immediately to emergency situations. The EMTF is made up of twenty-two senior managers including the Director of Government and Community Relations, the Director of Corporate and Media Relations and the Director of Customer Services. Serving the EMTF are departmental response teams, Emergency Information Officers (EIOs), the Management Emergency Response Team (MERT) and Customer Information Response Team (CIRT). MERT and CIRT members are located in Grand Central Terminal to provide additional customer assistance to passengers. Members of the EMTF rely upon their own departmental staff and the MERT to receive and relay information.

Metro-North's EIOs are part of the Customer Information Center and are trained to respond to anticipated and unanticipated events. When EIOs are activated for an unanticipated event resulting in service disruption, their objective is to provide accurate and timely train performance information to the public address console operator and other departments with customer contact responsibilities. One EIO is assigned to each rail line and monitors train operations in conjunction with the Operations Services personnel in the Operations Control Center. The EIO will relay all train performance information to the Customer Information Center supervisor on duty, who will in turn relay

the information to the public address console operator and other appropriate departments. When the MNR Customer Information Center activates its CIRT for an unanticipated service disruption, the objective is to provide accurate train schedule, fare, and train performance information to Metro-North customers calling the Customer Information Center.

The NYC Transit emergency response team process is also somewhat less structured than Metro-North's. When a substantial service disruption occurs, the Department of Subways establishes an Emergency Operation Center in the Subways Control Center, where representatives from key NYC Transit operating divisions come together to manage the incident. The Department of Subways also has a mobile command post which is positioned at street level at the scene of an incident. During a major service disruption, NYC Transit supervisors and other available personnel are posted at strategic points in the system to provide travelers with information and advice.

NOTIFYING OTHER AGENCIES ABOUT AN EMERGENCY

The LIRR uses its Movement Bureau to inform the operating departments of the other MTA agencies about emergency situations. The Public Affairs Department notifies MTA management and the management of other agencies, as is appropriate to the situation.

The MNR Operations Control Center notifies all external agencies that may be affected when an emergency occurs, including MTA Headquarters, NYC Transit, the Long Island Rail Road, New Jersey Transit, New York City, the New York State and Connecticut Departments of Transportation, Transcom, the Federal Transit Administration, Amtrak, Conrail, the NYC Mayor's Office of Emergency Management, the Federal Railroad Administration, the National Transportation Safety Board, and the Nuclear Regulatory Commission, and logs the notifications. Communication efforts are coordinated by the Situation Room Duty Officer, as designated by the Emergency Management Task Force/Officer of the Day, and the Police Department personnel at the scene. The Duty Officers also coordinate with NYC Transit, the Bee Line Bus system, and other bus companies to implement alternative service plans that have been prepared. The notification lists are updated twice a year.

The Communication Desk at NYC Transit's Department of Subways Control Center coordinates communication during an emergency. When an emergency occurs, the Communication Desk notifies senior staff throughout NYC Transit, as well as the agency's Customer Communication Group. The Communication Desk contacts NYC Transit's Public Affairs Office, which posts service alert messages on the MTA web site and updates local news media on the system's status, and TRANSCOM, which posts service diversion information on the TRIPS123 regional travel information website. The Control Center maintains a direct line to the New York City Fire Department. Communication with the NYPD Transit Bureau is via the "six wire" a radio system used by the Department of Subways Rapid Transit Operations, Maintenance of Way – Track, Car Equipment, and Station Operations divisions.

NYC Transit maintains relationships with public transportation providers who operate within the area. These relationships allow NYC Transit to provide customers with alternative service where other agencies' scheduled service is a reasonable replacement for NYC Transit service. NYC Transit maintains dedicated telephone links to the LIRR and MNR that enable the agency to communicate with the commuter railroads. This communication allows the railroads to prepare for increased demands for service from regular NYC Transit riders and in some cases to cross honor NYC Transit fare media and transfers. NYC Transit also maintains working relationships with other public transportation providers, such as the Port Authority Trans-Hudson (PATH) system.

In addition, a plan is in place to coordinate with suburban county bus systems in the event of a subway emergency. The NYC Transit Department of Subways' emergency protocol includes coordinating with NYC Transit's Department of Buses during a disruption of service in the subways. Additionally, coordination with the LIRR can bring into play the railroad's plans to provide busing to suburban areas during an emergency. These plans enable NYC Transit to provide additional alternative service during emergencies. Besides their usefulness in arranging alternative transportation, these relationships also serve a customer information function in emergency situations. Many riders use several modes of travel to complete their trips. A Long Island rider may arrive at Pennsylvania Station on the LIRR, and then board a NYC Transit bus or subway to complete the trip. When there is a widespread suspension of service or when lines serving terminals are not operating, NYC Transit relies upon other agencies to advise their customers about diversions and recommend options for alternative service or routes.

COMMUNICATION TECHNOLOGY

The LIRR Command Center began upgrading its communication technology in 2004 to an Audio-Visual Paging System (AVPS). The system provides text messaging via LED signs in addition to audio. The communication system can now send messages to specific groups of stations and branches and can distribute a variety of messages to different areas simultaneously. This is especially helpful if two branches are experiencing different problems at the same time since more detailed information can be provided to each branch. Until last fall, the Control Center was only able to send out one message at a time to either a single station, a branch, or to the entire system. The AVPS has been installed at 41 stations and 80 stations are scheduled for installation during the 2005-2009 Capital Program. Penn, Jamaica and Flatbush Avenue stations will not receive the AVPS, as their needs are different from other stations. The testing for the first 41 stations will be completed by the end of June 2005. The AVPS contains a sound sensor to adjust the volume of an announcement based on ambient noise levels and light sensors to adjust the brightness of the signs as needed.

Metro-North Railroad communications are coordinated via cellular and satellite telephones, radio, and messaging systems through the Train Information Monitoring and Control System (TIMACS). During an extended event a joint information center is established to provide clear and coordinated reports to the press and to customers. The Public Address (PA) operator is located in the MNR Operations Control Center and has the ability to make announcements to all stations, a specific branch or a particular station. When announcements are made by the Operations Center, they are also generated in an abbreviated text format, which is displayed on Light Emitting Diode (LED) signs located at designated station platforms or waiting areas.

In November 2006 NYC Transit is scheduled to complete installation of new public address systems and customer information screens (PA/CIS) at 156 stations and installation of closed circuit televisions (CCTV) at 275 stations. The CCTV system will provide for on-demand viewing of camera images in passenger stations; it will also include an intercom system that will allow Transit personnel to respond to customers' verbal requests. Phase 3 of this project, which would have installed both of these systems at all 468 stations, was removed from the 2005-2009 Capital Program.

STATION ANNOUNCEMENTS

The Long Island Rail Road's station communications can come from either the Train Movement Bureau (TMB) or from the station itself. The TMB may also contact station personnel by telephone to provide more detailed information about train service delays. Individual stations have a localized public address system that ticket clerks or station agents can use to augment announcements from the TMB. The public address system is to be tested daily at each station to make sure that it is functioning properly.

Bullhorns are provided to customer service representatives at stations during emergencies so that they can communicate with passengers affected by a service disruption.

Metro-North Railroad's Customer Information Center has automated public address system messages that are initiated for weather related incidents, which provide schedule and service suspensions for changes that day. *Metro-North's Emergency Plans* include instructions on informing passengers about interrupted service on connecting ferries and buses so that customers can arrange to use alternative transportation sources. The instructions also provide for keeping passengers informed with updated information regarding the disruption.

Similar to LIRR, bullhorns are provided to customer service representatives at stations during emergencies.

NYC Transit communication with customers at stations during an emergency is accomplished through public address announcements, station service agents, platform conductors, and supervisors and other available personnel dispatched to affected

locations to provide information to and direct customers. NYC Transit personnel are provided with information via radio that allows them to assist customers. In some stations, variable message signage is available to inform customers, and bullhorns are made available to in-station personnel to help them communicate with customers.

Alternative routes are pre-designated in emergency response plans. The objective is to get customers to their destinations utilizing alternate means of public transportation. Alternative routes are communicated via radio to frontline personnel so that they in turn can inform passengers. Customer service representatives and variable message signs are utilized to direct passengers to the alternate passenger routes. Police and transit personnel also provide assistance in directing passengers safely to their destinations.

ON-BOARD COMMUNICATION

In the event of an emergency LIRR crew members are instructed to provide information about delays and are given sample announcements that can be used as a model for passenger communication in the timetable that each crew member carries. All LIRR train personnel carry Appendices B and C of the Special Instructions section of the timetable, which provides sample on-board announcements for a variety of circumstances. Neither of these two pamphlets provides announcement information that pertains directly to an emergency situation.

Appendix B: Train Evacuation informs train personnel of train evacuation procedures but provides no announcement instructions. *Appendix C: On-Train Announcements* informs train personnel of announcements to be made under a variety of circumstances, but does not include any model announcements for a train evacuation or other emergency situation. Appendix C recommends that announcements be made every five minutes when there is a service delay, but only twice if there is a train diversion and the train will have a new destination.

In the event of an emergency on the Metro-North Railroad, a member of the crew of an affected train is required to radio the Rail Traffic Controller in the Operations Control Center with information about the situation. Once the Operations Control Center has been notified, the Center will initiate the necessary notifications to MNR personnel and the emergency responders who are needed to deal with the incident. As mentioned previously in this report MNR train crew members are trained to inform customers as soon as possible about the nature of the emergency. MNR policy states that it is the responsibility of the on-board personnel to keep customers safe and informed.

Communication on subway trains is the responsibility of the conductor, or if the conductor is unable to assume this responsibility it becomes the responsibility of the train operator. On-board personnel receive communication via radio from the Department of Subways Control Center and relay information to customers who are on the train or boarding. Communication at station platforms and on-board trains is based upon the booklet *Customer Communications and Platform Observation Procedures*,

popularly known as the Service Delivery Blue Book. This document provides guidance to conductors and train operators in the form of scripted customer announcements. Because of the complexity of the NYC Transit system, responses to incidents such as service disruptions are often crafted by the Control Center on a case-by-case basis. Emergency response plans contain generalized alternative routing in the event of service disruptions, but specific alternative routings and service plans for responding to a problem are developed within the Department of Subways Control Center. In cases where service is diverted around an isolated problem area, the Console Train Dispatcher is in charge. When the scope of a required diversion is large or severe, the General Superintendent of the affected subway division may become involved in making service decisions.

COMMUNITY COMMUNICATION

The LIRR Public Affairs department has implemented an emergency business outreach plan to select businesses within the region to assist in service planning for emergencies. The Public Affairs department also has an outreach program for large corporations, hospitals, colleges, investment firms and retailers to keep them informed during LIRR emergencies and planned and unplanned service disruptions.

The LIRR's System Safety Department and MTA Police Department coordinate emergency planning meetings, exercises and critiques with various local communities who are represented through their fire, police and emergency medical services departments. Local police departments in the area of a service disruption can be used to inform and guide passengers to the closest alternative routes. LIRR regards this as a critically important element in maintaining control and order and thereby avoiding injuries incidental to the emergency itself. The LIRR also coordinates with local organizations on smaller scale emergencies.

MNR Emergency Information Officers work with local businesses, industries, and educational institutions in the community to provide timely service information throughout the duration of the emergency.

NYC Transit's Public Affairs office communicates and coordinates with community organizations regarding emergencies. Information is relayed to the community through the press, including traffic reporting services, through travel information telephone lines operated by NYC Transit, and through the internet. If necessary, MTA Transit emergency plans also provide for family assistance during an emergency; this consists of notifications about injured persons through on site emergency responders and the Office of Emergency Management.

WEBSITE COMMUNICATION

All three agencies are able to directly upload service delay information immediately to the website through their public or media affairs departments; this information can also be uploaded remotely by designated employees. Operating remotely enables the agencies to respond rapidly to customers in an emergency, should the emergency impede access to the office.

The agencies focus on the importance of accuracy with website information and choose to ensure information accuracy rather than relying on probabilities before posting updated information to the website. The speed with which a service alert can be posted to the website can vary according to the complexity of the delay. When the new information is verified, it is uploaded immediately.

MARKETING AND MEDIA RELATIONS COMMUNICATION

Among the guiding principles of the LIRR Market Development and Public Affairs Department is getting prompt and accurate emergency information to the media with frequent updates as events change. The Media Relations Office at the LIRR is staffed in person around the clock during emergencies. There is a pool of more than twenty managers within the Public Affairs Department who have been cross-trained and are used to supplement the Media Relations Office staff during emergencies. If an emergency occurs after hours, initial information is disseminated to the media and customers by an on-call staff member working from home, while staff is being called into the Media Relations Office. The Radio Reporting Desk notifies the media and can be supplemented by additional personnel within the Media Relations Office when necessary.

The objective of Metro-North's Media Relations department is to provide timely information about train service status and conditions at GCT to customers via the media. If assistance is required, the Media Relations officer notifies the Director of Corporate and Media Relations, drawing from the larger department for increased staff coverage. Senior staff members are on-call after hours and are able to operate remotely when necessary.

The NYC Transit Press Office contacts and updates the media regarding service disruption information. The office also posts "Service Alternatives" on the MTA website. The entire Public Affairs staff is trained to perform this function. Marketing personnel are generally not involved in emergency communication unless it is determined that a diversion will continue for the long term. In these cases, NYC Transit's Operation Planning Department may develop temporary service plans. To inform the public of long-term service disruptions and any temporary service plans the NYC Transit Marketing Department may produce printed materials for posting and distribution and, with the assistance of the Division of Technology and Information Services, a specialized web page to be loaded onto the MTA website.

Due to the constantly changing nature of emergencies, it is difficult to produce service posters in a timely fashion. When NYC Transit believes an accurate poster can be placed on the street for an upcoming rush hour it produces and distributes the poster. Take-ones are generally not used in emergencies. The production of take-ones and service notices is done on a case-by-case basis determined by the length and complexity of the service change. In an emergency, Marketing needs up to two hours to write and produce posters and coordinate pick up and posting. The posting of service notices is done by the Division of Operations Planning.

EMAIL NOTIFICATION COMMUNICATION

MTA agencies have recently begun implementing systems for notifying customers of service disruptions via email. Metro-North Railroad was the first agency to use email notification, and the program has proved a technical and popular success. The MNR system began in 2002 to inform customers of delays that are expected to exceed one hour. The railroad has found that providing email notification for shorter disruptions causes difficulties because problems are frequently fixed sooner than anticipated, resulting in unnecessary customer frustration. Customers can sign up for the service at no cost at: <http://www.mta.info/mnr/email/home.cfm> Metro-North currently has about 10,000 subscribers, which can be managed using the existing MTA Information Technology hardware and software.

The Long Island Rail Road has recently begun operation of a similar program based on Metro-North's system. As of March 14, 2005, LIRR customers can sign up for Customer Notification Emails, which report service disruptions. Customer notification emails are continually updated and sent as events change during a service disruption. The emails are sent to provide information on how service is impacted and alternative service if available. The notifications continue with updates until the disruption is cleared and normal service is restored. A customer email notification is sent out if service is suspended on a branch during the rush hours for more than thirty minutes or for more than an hour during off-peak periods.

NYC Transit has implemented an email notification pilot program to help passengers stay informed about planned subway service changes on weekends. As many as 20,000 customers may participate in the current pilot program and it is expected to be available to all customers by the end of the year. A system for email notification of unplanned NYC Transit service disruptions for NYC Transit customers would need to deal with a more complex system, a greater demand for the service, additional technology requirements, and a different range of benefits to riders. NYC Transit plans to inform customers of unplanned service disruptions via email in the future once these issues are resolved.

PERFORMANCE EVALUATION

Performance evaluation is a critical tool in identifying and assessing strengths and weaknesses in the emergency preparedness plan. Time is an important element in the success of emergency planning, and timeline-based problem solving strategies can be used to eliminate weaknesses in emergency plans. It is imperative that post-emergency meetings are held to learn from past experience and strengthen the plans for the future.

Metropolitan Transportation Authority

The MTA does not have an established formal procedure for performance evaluation after emergencies. A formal process also does not exist for making recommendations for improving agency performance in emergency situations, although the agencies are open to suggestions.

Long Island Rail Road

After an emergency, LIRR conducts an after-action meeting to critique procedures. This assessment involves several agencies, which make recommendations for revisions or additions to existing emergency procedures. If the recommendations are accepted, revisions are made to existing procedures, followed by training, as appropriate. Long Island Rail Road produces a formal report when required by the Federal Railroad Administration.

Metro-North Railroad

After a major service disruption incident or simulation has occurred, the MNR Vice President of Operations or his designee schedules an after-incident review. The review is scheduled preferably within one week of a major service disruption. Members of the EMTF and selected field personnel are invited to participate. The purpose of the meeting is to determine the quality of execution and the effectiveness of the *Emergency Preparedness Plan*.

Following the meeting, a report is prepared. Each component of the *Emergency Preparedness Plan* is reviewed for the report and recommendations are established by the committee. Any amendments to the approved plan coming out of this process are submitted to the Federal Railroad Administration and distributed to all those affected in a timely manner. The resulting report is prepared according to the requirements of Code of Federal Regulations Section 239.

New York City Transit

When a major emergency occurs at NYC Transit, a performance evaluation is conducted by the Office of System Safety. The Office evaluates emergency response activities as they occur, and for larger scale emergencies draws upon the post-event investigatory results to critique emergency response. Upon completing its review, the Office issues a report on the incident that can be used to improve the emergency response in similar situations in the future. If serious or repeated problems are traced to individual personnel, those employees can be retrained or disciplined, as appropriate.

Performance evaluations conducted by the Office of System Safety also form the basis for the review and revision of current emergency plans. Implementing these changes falls to NYC Transit operations staff and emergency responders.

RECOMMENDATIONS

The recommendations relate to internal communication within a specific agency or communication between the three operating agencies as well as external communication between the MTA or an operating agency and its customers, other transit agencies, governmental entities, and community organizations. These recommendations are repeated at the end of this report.

MTA/AGENCY WIDE

- ***Provide Active Oversight of the MTA Agencies' Emergency Plans to Ensure that Internal and External Communication Are Integral Components.***
 - The MTA should require the MTA agencies to include a detailed "communication" section as a component of all emergency plans and provide a *Best Practices* guideline.
 - The MTA should maintain updated copies of all plans, and require the agencies to review and update any policies that are more than two years old.
- ***Fast Track All Communication Technology Projects to Railroad and Transit Stations.***

Whether communicating to customers about an attack on the system, or staff needing to communicate quickly and effectively with the Control Centers or emergency services, the MTA needs to ensure that every station can receive and transmit effective communication through the most updated technologies.

 - The MTA should speed plans to install and upgrade the existing communication systems, such as the Public Address/Customer Information Systems, CCTV and other communication projects to insure the ability to communicate effectively. Communication is of utmost importance, and yet some LIRR and NYC Transit stations still do not have Public Address systems.
- ***Improve the MTA Website for Better Clarity, Efficiency and Navigation.***

The MTA should improve its website's design by establishing a hierarchy of information from very general to very specific categories. Instead of displaying a large number of links to specific information on the home page, website pages with detailed information should generally be organized by categories. A limited number of specific messages, such as those containing new or particularly important information, could be highlighted with direct links on the home page for a limited period of time. This reorganization would reduce clutter and repetition on the site.

The MTA should also seek to enhance website users' abilities to navigate the site. By making the website more efficient, substantially more information could be added, including:

- Information about measures the MTA is taking to increase safety and security on the system, designed to address riders' anxieties.
- Information about improved safety features of MTA trains; and
- Station complex wayfinding information;
- ***Formalize the Use of the Intranet as a Communication Tool for All Departments at the Operating Agencies.***

The MTA should spearhead an effort to formalize the use of the intranet as a communication and training tool for all departments at the operating agencies.

- The MTA should provide guidelines for developing departmental intranet programs to increase communication with employees.
- The MTA should require each MTA agency to develop proactive plans for intranet development, including training and communicating with staff regarding security issues.
- ***Establish Formal Procedures for Performance Evaluation After Emergencies.***
 - The MTA should develop formal guidelines requiring agencies to prepare performance evaluations following emergencies. These performance evaluations should result in a report to the MTA and its Board members. The report should include recommendations to improve performance with action plans to implement them.
 - The MTA should actively participate in the development of performance evaluation reports and receive quarterly status reports on the implementation of the recommendations.
- ***Expand the Use of Informational Brochures and Enhance Existing Printed Guides.***

Although all three MTA operating agencies distribute informational brochures, the following additional materials should be produced and made available to customers:

- A MetroCard holder and wallet sized card should be developed to provide tips about what to know and do during an emergency, with basic information and important telephone numbers. This information should be available in different languages.
- A general emergency preparedness brochure should be designed to stimulate customer thought about their readiness for an emergency that disrupts service. This material should reference resources produced by the operating agencies,

such as evacuation videos, alternative service guides, and on-board emergency information.

LONG ISLAND RAIL ROAD

- ***Formalize and Rename Its Winter Storm Operating Committee to Better Reflect the Multiple Types of Emergencies that the Committee Is Prepared to Address.***
 - The Winter Storm Operating Committee should formally establish its purpose with a policy document that states the roles and responsibilities of each member of the Committee. The new name of the Committee would be more informative in conveying the types of emergencies that it and its staff are prepared to address
- ***Write All Policies and Procedures as Precisely as Possible to Ensure that Employees Know Their Responsibilities in an Emergency.***
 - While it is sometimes difficult to specify procedures for every emergency situation, it is important that the policies and procedures are clearly written so that employees can fully understand the role that they are expected to assume in an emergency situation and the proper way to take positive action to bring about a successful emergency response.
- ***Create a Comprehensive Emergency Plan Document that Is Readily Applicable to a Broad Range of Emergency Situations and Formatted for Easy Direct Access to the Information.***
 - The LIRR should produce a plan document that can readily be applied to a broad range of emergency situations without the need to translate from the language of a winter weather emergency plan.
 - The plan should be presented in a format that is organized with clearly titled sections and consistently numbered pages for fast access to information. The basic outline of the plan should be understandable with referenced material included.
 - The plan should assign responsibilities for actions to specific positions within the Rail Road.
- ***Maintain an Updated Set of Plan Documents Covering All Common Emergency Scenarios that Is Readily Accessible on a Moment's Notice in a Central Location.***
 - The plans should be all-inclusive, updated, and accessible in a moment's notice.

- The LIRR should maintain current sets of Facility Emergency Action Plans at its Jamaica headquarters and ensure that current copies of all supporting materials referenced in its plans are also readily available.
- ***Ensure that Plans are Continually Updated, Old Plans Are Removed and Changes Incorporated Promptly.***
 - When the LIRR makes changes to its plans, it is imperative that the changes are incorporated promptly into the existing plans, old plans are removed, and that the new plans are reviewed to ensure that the changes have been incorporated.
- ***Provide Train Personnel with Announcement Information to Provide Customers with During Emergency Situations.***
 - Currently the materials carried by LIRR train personnel, Appendix B – *Train Evacuations* and Appendix C – *On Train Announcements*, do not provide any information regarding announcements that are to be made during an emergency or train evacuation. Sample announcements should be provided for train personnel with recommended frequencies.
- ***Produce General Emergency Informational Materials for Customers in a Common Format.***
 - Although the LIRR and MNR rail networks differ, generic information about what to do during service disruptions, such as winter weather emergencies, is common to both systems. The two railroads' marketing departments should collaborate and produce general emergency preparedness materials, although production of railroad-specific versions of some materials will be required.
- ***Provide Alternative Service Announcements.***
 - When service disruptions require alternative service the LIRR should provide detailed announcements on trains and over public address systems at stations about customer options, such as bus routes to stations on other branches.
 - The LIRR should advise Travel Information Agents to provide similar information to customers over the telephone and post the same information on the MTA website.
- ***Produce Brochures with Transit Service Alternatives.***
 - The LIRR should produce brochures that detail alternative modes of travel.
 - The material should outline alternative services that are available for customers at outlying stations in Queens and Brooklyn and for LIRR riders in Nassau and Suffolk Counties when terminal facilities are closed. The LIRR should also

consider creating an alternative service page for its website similar to that under development by Metro-North Railroad.

- The material should also list bus routes that are in close proximity to these stations. Such information was available during the Republican National Convention in August, 2004, and it should be readily accessible on an on-going basis.

METRO-NORTH RAILROAD

- ***Produce General Emergency Informational Materials for Customers in a Common Format.***
 - Although the LIRR and MNR rail networks differ, generic information about what to do during service disruptions, such as winter weather emergencies, is common to both systems. The two railroads' marketing departments should collaborate in producing general emergency preparedness materials, although production of railroad-specific versions of some materials will be required.
- ***Provide Customers with Transit Service Alternatives.***
 - Where some combination of Amtrak trains, subways, and express and local buses provide feasible alternative service, the MNR should advise its customers of these alternatives for use during emergency situations. Metro-North has discussed with us the creation of a website page identifying alternative services. We agree that this is useful but believe that the use of printed materials to inform riders of service alternatives may be appropriate for travel to some stations.

NEW YORK CITY TRANSIT

- ***Create a Working Emergency Management Task Force (EMTF).***
 - NYC Transit should establish an Emergency Management Task Force, similar to the one that MNR created following the blizzard of 1996, to ensure that all agency managers receive the same information.
- ***Create a Detailed Communication Section to be Included in the Emergency Response Plan.***
 - NYC Transit should incorporate an emergency communication plan for internal and external communication into its *Emergency Response Plan*. The section should be available to all NYC Transit employees.

- The section should detail steps that should be taken if communication technology fails and frontline employees are required to operate independently of the Control Center.
 - The section should also include policies concerning emergency response and communication to customers during emergencies that are provided to frontline staff through memorandums and training sessions.
 - ***Address Elevated Stations and Track Structures in the Emergency Response Plan.***
 - The list of situations covered in the ERP that was provided to us did not indicate that emergency situations on elevated subway lines are specifically addressed in the plan. Since elevated track presents its own set of challenges in an emergency, it should be specifically addressed in the ERP.
 - ***Write Policies and Procedures as Precisely as Possible to Ensure that Employees Are Aware of Their Responsibilities in an Emergency.***
 - While it is understandable that NYC Transit chooses to limit access to emergency plans for security reasons, these plans must be written in such a way that all employees have a clear understanding of their role during an emergency situation and its relationship to the overall emergency response effort. It is important that employees feel comfortable in the role they have been assigned. Therefore, directions in all materials must be clear, concise, and understandable.
 - ***Maintain an Updated Set of Plan Documents Covering All Common Emergency Scenarios that Is Readily Accessible on a Moment's Notice in a Central Location.***
 - NYC Transit should generate plans that are applicable to a variety of scenarios and include communication components. These plans should be all-inclusive, updated and accessible in a moment's notice. Although the Interagency Counterterrorism Task Force has copies of all the agencies' plans, it is imperative that NYC Transit maintain an updated set of plans in a readily accessible location.
 - ***Ensure that Plans Are Continually Updated and Changes Incorporated Promptly.***
 - When NYC Transit makes changes to its plans, it is imperative that the changes are incorporated promptly into the existing plans and that the plans are reviewed to ensure that the changes have been made.
-

