Office of **Emergency Management**
Monroe County, New York

Maggie Brooks
County Executive

Frederick J. Rion, Jr., MSW, MPA
Emergency Preparedness Administrator

Railroad Emergency Plan

A Hazard-Specific Appendix to the

Monroe County
Comprehensive Emergency Management Plan

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1190 Scottsville Road, Suite 200 • Rochester, New York 14624-5159
(585) 753-3810 • *fax*: (585) 473-7087 • TTY (585) 442-4216 • *www.monroecounty.gov*

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RAILROAD EMERGENCY PLAN

Revision Log

Date	Description of Revision	Date Revised	Date Distributed
3.29.96	Date Approved by the County Executive		6.10.96
8.29.07	NIMS Review and housekeeping		
6.6.08	County Website Review	6.10.08	August 2008 – County website

INTRODUCTION

A major rail disaster presents a scene where wreckage, bodies and survivors can be strewn over a wide area. It can be further complicated by hazardous cargo. An accident can occur in a populated area, or in an inaccessible area.

The purpose of this plan is to formulate a comprehensive action of rescue, medical and firefighting operations to combat the effects of a major rail disaster that might occur within Monroe County.

This plan has been developed and coordinated with the cooperation of the fire service, law enforcement, EMS, County Public Safety and Health Officials, NYS and County Departments of Transportation, the Local Emergency Planning Committee, 911/ECD, and the Office of Emergency Management (OEM).

The plan does not obligate any local community to a financial commitment. It does provide for mutual aid response to any municipality in need of assistance.

Based on that premise, the plan speaks to the municipality affected by the rail disaster, and to supporting municipal resources which can provide assistance when called. Not knowing beforehand which municipality will be affected, and which will be supporting, each should be prepared to respond in either a primary or supporting role.

The jurisdictional autonomy of a municipality must be respected at all times. Local officials are in command of disaster operations. State and local response units, while under direct supervision of their own superiors, must coordinate their activities with the affected municipality.

AUTHORITY

Authority for this plan is contained in NYS Executive Law, Article 2-B., "State and Local Natural and Man-Made Disaster Preparedness."

MISSION

To establish methods and procedures designed to protect life and property in the event of a rail disaster within Monroe County, to render aid to the municipality in which the accident occurred, and to protect the emergency scene and preserve evidence for further investigation.

SITUATION AND ASSUMPTIONS

A. Situation

1. Four rail carriers utilize 90± miles of track and several rail yards in Monroe County.

2. These carriers send approximately 78 daily trains (freight 73, passenger 5) through the County, traversing 12 towns, 6 villages, and the City of Rochester, and traveling at speeds between 10 and 70 MPH.

3. There is also a large private rail system with rail yards within the plant perimeter.

4. Freight and passenger trains cross Monroe County 24-hours a day, seven days a week, serving commerce and personal needs. This presence poses a hazard to the County's urban, suburban and rural areas.

5. Rail corridors bisect the County North/South and East/West, necessitating 229± grade and elevated crossings for highways and waterways.

6. The local economy relies on the commercial value of rail traffic. The recovery time involved in clearing a rail emergency is critical to the economic well-being of the community.

7. There are impediments to emergency response for rail emergencies including: inaccessible areas, limited water supply, seasonal impacts, and Right-of-Way tenants (underground utilities).

8. The area surrounding the railways are vulnerable to emergencies. In no case would any one of the surrounding municipalities have sufficient law enforcement, fire, medical, rescue, or other trained personnel to cope with a major rail emergency.

9. In recognition of this mutual need for support, personnel and material resources are identified for response and assistance.

10. Personnel commitments include response from law enforcement, fire fighters, emergency medical technicians and support from other public and private sector agencies as needed.

B. Assumptions

1. A rail emergency or other large scale catastrophe can create a situation that taxes the normal resources of any one municipality.

2. The severity of the disaster may be of such magnitude that additional assistance may be required from State and/or Federal resources.

3. 911/ECD and/or the railroad dispatcher may be the first to be alerted to an impending or actual emergency through their normal communications network.

4. Depending on the location of the emergency and the materials involved, there may be a need to implement other emergency response plans, ie. Hazardous Materials, MCI.

5. A rail emergency recovery operation may involve multiple agencies over a course of days or weeks.

ORGANIZATION

A. Under the Incident Command System, the Senior Fire Officer at the scene has the initial authority to direct and control emergency actions. Unified Command will be employed to facilitate a coordinated response by all local, state and federal agencies.

B. In the event of a major rail disaster, NYS Executive Law, Article 2.B., section 24 may apply. While the Incident Commander assumes operational authority, the Chief Executive of the affected municipality has overall responsibility for the emergency when a disaster has been declared. Protective actions affecting large areas may require the declaration of a State of Emergency. This declaration utilizes and expands the authority of the local Chief Elected Official and the County Executive.

C. The County Emergency Operations Center (EOC) will be activated for incidents impacting the community. The activities of the EOC will be coordinated by the Office of Emergency Management Administrator.

D. The Incident Commander will establish a Command Post from which to direct and oversee all emergency operations. The Incident Commander will secure the emergency site with the aid of law enforcement and other agencies which are available.

E. The Incident Commander will designate a Joint Information Center (JIC) for the press/media representatives.

F. The EMS Branch Director shall be the first qualified person on scene from the responding agencies. This person shall retain EMS command until the command is passed to a superior from the Director's agency, or the Director relinquishes command to someone else. The EMS Director shall appoint Supervisors to EMS Divisions/Groups.

G. Law Enforcement has responsibility to secure and control access to the scene for the duration of the incident. Law Enforcement officials shall assume Incident Command, as appropriate, during the course of the incident.

H. The National Transportation Safety Board (NTSB) is one of the lead agencies responsible for investigating, determining probable cause, and reporting of all rail accidents within the United States.

CONCEPT OF OPERATIONS

A. Preparedness

1. Preparedness involves actions designed to save lives and minimize damage. It is planning and training prior to a major rail disaster for appropriate response when an emergency occurs.

2. All responders will:

   a. Maintain a resource inventory of equipment and manpower which could be utilized.

   b. Train personnel in the responsibilities and emergency duties required under this Plan.

c. Conduct periodic exercises that will test the effectiveness of this Plan.

d. Review and update the Plan as needed based on exercises, emergency response or changes in policy.

e. Follow the established communications network identified in this Plan.

B. Emergency Response

Emergency Response begins as soon a rail emergency is identified or reported. The numbering sequence is not meant to establish priority as all actions should be done as soon as possible.

1. When 911/ECD is notified of a rail emergency, they will immediately make notifications per the Railroad Emergency Plan.

2. In the event of a reported rail emergency, the 911/ECD Dispatcher will immediately notify agencies based on the information from the caller, or the railroad dispatcher.

3. The first responder on scene will make a preliminary assessment and notify the 911/ECD Dispatcher, giving all information available. The 911/ECD Dispatcher will immediately notify agencies according to the established protocol.

4. The Senior Fire Officer of the jurisdiction affected, upon arriving at the scene of the incident, becomes the Incident Commander and will command and direct all emergency response actions.

5. The Incident Commander will assess the need for additional resources.

6. The Incident Commander will establish a Command Post and request agency representatives from law enforcement and EMS and appoint Command and General Staff as appropriate.

7. In conjunction with the Incident Commander, law enforcement will establish access and traffic control and if necessary, assist the Medical Examiner in body recovery and identification.

8. The first qualified EMS provider at the scene shall assume EMS command and in conjunction with the Incident Commander, set-up the EMS incident command structure, in accordance with the Mass Casualty Incident (M.C.I.) Plan. The EMS Branch Director shall appoint supervisors to EMS Divisions/Groups.

9. The Incident Commander will instruct emergency response personnel to not move debris associated with the wreckage, ie. cargo, train remnants, passenger belongings, unless there is imminent danger of items being destroyed, or unless they inhibit access to passenger rescue.

10. The Medical Examiner is responsible for the identification, movement and/or removal of the dead. Unauthorized personnel are not to move the dead without express

approval of the Medical Examiner, except when there is a question of whether the person is deceased or if the body is in danger of being destroyed. In any case where a body must be moved prior to the Medical Examiner's approval, personnel moving the body shall make careful note of the location and condition of the body for the Medical Examiner.

11. The National Transportation Safety Board (NTSB), Railroad Police, the Federal Railroad Administration (FRA), the owner of the train, the owner of the tracks and other officials shall contact the EOC established by the Chief Executive. The EOC will be in constant communication with the Command Post.

12. Municipal department heads, Fire, Law Enforcement, EMS, or their designees will direct the activities of their respective response forces from the Command Post and/or the Operations Section. The Incident Commander may request other personnel to report directly to the Command Post.

13. The Incident Commander can request the closure of airspace around the incident by asking 911/ECD to relay this request to the air control tower. If a temporary closure is granted, the Federal Aviation Administration (FAA) will be responsible for air traffic in proximity to the scene, with immediate regulatory control of airspace around the area. They will keep the airspace clear of intrusive air traffic, to the limits of the regulations.

14. The 911/ECD Dispatcher will notify the owner of the tracks to stop all rail traffic in the affected area.

C. <u>Recovery</u>

1. Recovery immediately follows emergency response. It involves direction from the Chief Executive to restore the community to normal conditions and may include:

    a. The Chief Elected Official requesting a Presidential Disaster Declaration through the Office of Emergency Management (OEM) to the Governor.

    b. Maintaining access control.

    c. Clearing debris.

    d. Restoring public utilities.

    e. Removing wreckage.

    f. Providing interment services.

    g. Processing insurance claims.

    h. Providing emergency social services (shelter, clothing, food, etc.).

    i. Rebuilding homes and buildings.

j. Investigating the accident.

k. Demobilizing emergency personnel and resources, which may include emergency worker counseling.

l. Adjusting traffic control perimeters.

m. Continuing public information - general and health.

n. Maintaining security in restricted areas.

o. Providing for resident long-term counseling.

p. Economics/industry continuation.

D. Direction and Control

The Incident Commander will control and direct all activities at the scene in accordance with the Incident Command System.

If a disaster is declared, the Chief Executive will exercise Executive Authority over all disaster operations in the municipality in accordance with mission assignments contained in this plan.

The Command Post will be established at or near the scene. This is the center from which all emergency operations will be directed. Staffing for the Command Post, as directed by the Incident Commander, should be limited to primary responders: fire, law enforcement, EMS, Communications, and others who may be appointed by the Incident Commander.

The news media will assemble at the Joint Information Center (JIC) and when the Incident Commander deems the site accessible, be escorted to the scene staging area (designated by the Incident Commander). The EOC Public Information Officer will disseminate information in conjunction with the Incident Command PIO staff.

Lines of succession within the command structure will follow standard municipal practice.

MISSION ASSIGNMENTS

A. If a State of Emergency is declared, the Chief Executive is responsible for, but not limited to, performing the following functions:

1. Participating with the County EOC which coordinates the efforts of volunteer agencies, state and federal authorities, public utilities and other support agencies during emergency response, and the recovery/re-entry phase.

2. Briefing municipal officials about the nature of the emergency.

3. Designating a municipal spokesperson who is prepared and authorized to discuss the emergency with the media. The municipal spokesperson and the Incident Command Public Information Officer shall make joint news releases as appropriate and coordinate media requests for information.

4. Requesting state aid through the Office of Emergency Management if the emergency is beyond local capability.

5. Maintaining communications and supporting the Incident Commander regarding all on-scene operations.

B. The Incident Commander is responsible for, but not limited to:

1. Assessing the magnitude of the scene and reporting this to the 911/ECD Dispatcher.

2. Directing and controlling all tactical operations.

3. Assigning Command and General Staff as required.

4. Assessing the need for additional resources.

5. Establishing and staffing a Command Post/Operations Post as needed.

6. Designating the inner and outer perimeter (emergency site boundary).

7. Conferring with the Chief Executive as requested.

8. Evacuating the vulnerable population from the emergency site.

9. Requesting utility shut-offs.

10. Designating a staging area for media representatives.

11. Lighting the emergency scene in coordination with public utilities and Public Works.

12. Assessing the need to incorporate other response plans in the emergency response, ie. Hazardous Materials, MCI.

13. Assuming responsibility for the safety of all emergency responders.

C. The Fire Service is responsible for, but not limited to:

1. Establishing initial Incident Command in accordance with the Incident Management System and Unified Command.

2. Establishing operational control of fire and rescue operations.

3. Conducting and coordinating evacuation as necessary.

4. Conducting search and rescue operations.

5. Assuming responsibility for the safety and well-being of all firefighters involved with the incident.

6. Assisting in body recovery as needed or requested by the Medical Examiner.

7. Assisting in removing mail and cargo from the wreckage.

8. Staffing both the Command Post and the EOC.

9. Identifying, securing, and managing necessary resources.

10. Utilizing technical representatives and resources available from other agencies.

11. Providing assistance and support services to state and federal agencies for the duration of the incident.

D. Law Enforcement is responsible for, but not limited to:

1. The local law enforcement agency will be the lead police agent and will work in conjunction with other law enforcement agencies as appropriate.

2. Initiating preliminary incident investigation, evidence preservation and collection, and incident documentation.

3. Limiting access of unauthorized persons to the emergency scene.

4. Establishing an inner and outer perimeter in conjunction with the Incident Commander.

5. Activating traffic and crowd control systems.

6. Establishing emergency vehicle ingress and egress.

7. Coordinating activities with the Incident Commander at the Command Post (Senior Police Officer).

8. Maintaining law and order.

9. Assisting with evacuation.

10. Assisting with rescue operations.

11. If it is necessary to remove mail and cargo from the wreckage to protect it from further damage, law enforcement will designate a secure area for these items.

12. Assisting with body recovery and identification as needed or requested by the Medical Examiner.

13. Staffing the Law Enforcement Branch and the EOC.

14. Coordinating security of the emergency site with the National Transportation Safety Board (NTSB).

15. Assuming Incident Command, as appropriate, during the course of the incident.

16. Initiating the required actions for a post-accident alcohol/drug test when required by US Dept. of Transportation for those possessing a commercial vehicle license.

17. Acting as lead agency and coordinating responsibilities when railroad personnel report a criminal act. In accordance with Federal Law, if the act occurred on the train, the crime occurred in the jurisdiction where the train stops.

18. Law Enforcement response may include the rail company police department.

E. Emergency Medical Services is responsible for, but not limited to:

1. Responding to the scene and establishing an EMS Branch in coordination with the Incident Commander.

2. Coordinating all activities with the Incident Commander, and staffing the Command Post and the EOC.

3. Designating Supervisors, and establishing appropriate Divisions/Groups (triage, treatment, transportation, etc.).

4. Declaring an MCI in conjunction with the Incident Commander to activate the MCI Plan.

5. Establishing on-site Advanced Life Support consistent with regional EMS and hospital plans and protocols.

6. Establishing communication with hospitals regarding the number of incoming injured, severity of injuries, estimated time of arrival, and termination of patient flow.

7. Keeping the Incident Commander informed of all operations.

8. Maintaining all medical supplies and re-supply.

9. Coordinating hospital destination for patients (transportation sector).

10. Communicating and coordinating with the Medical Examiner.

11. Coordinating with Health officials.

12. Assuming responsibility for the safety and well-being of all EMS providers involved with the incident.

F. The OEM Administrator/Emergency Manager is responsible for, but not limited to:

1. Establishing an EOC, at the direction of the Chief Executive.

2. Coordinating staffing and functions of the EOC.

3. Alerting departments, agencies and individuals assigned responsibilities under this plan.

4. Establishing and coordinating communications with the Command Post to inform the Incident Commander of all operations.

5. Coordinating with the State Emergency Management Office regarding support from State and Federal Agencies.

6. Coordinating support from private agencies and volunteer groups.

7. Collecting, displaying and disseminating emergency information in the EOC.

8. Directing volunteer civil preparedness forces.

9. Keeping the Chief Executive fully informed of all operations.

10. Supporting emergency response forces to the fullest extent.

11. Designating an on-scene liaison to facilitate response.

G. The Command Post will function as:

1. Direction and control of all tactical operations at the scene of the emergency, under the supervision of the Incident Commander.

2. The on-site headquarters for the Incident Commander and other key personnel at the direction of the Incident Commander.

3. Site communications link with the EOC.

4. The central communications center within the crash scene perimeter.

5. Control for use of on-scene resources.

H. The Emergency Operations Center is responsible for, but not limited to:

1. Maintaining communication with the Incident Commander at the scene for coordination and support.

2. Coordinating public information.

3. Coordinating State and Federal support through the State Emergency Management Office.

4. Verifying identification of appropriate EOC response personnel as required.

5. Collecting, analyzing and disseminating all emergency information.

6. Administering record keeping procedures required during the response and recovery phase.

I. 911/ECD is responsible for, but not limited to:

1. Activating the dispatch/notification protocol for appropriate responders.

2. Requesting stoppage of all rail traffic in the affected area.

3. Maintaining communication with the Incident Commander.

4. Relaying critical information to responders on their tactical channels.

5. Maintaining 911/ECD communication services for the duration of the incident.

J. Public Safety Communications will:

1. Respond to the scene upon notification.

2. Support communication needs.

3. Integrate communications for local, state, and federal agencies as necessary.

K. The Department of Public Works (Highway Department) is responsible for, but not limited to:

1. Assisting with emergency lighting and power.

2. Clearing debris upon authorization of the Chief Executive.

3. Providing potable water as required.

4. Maintaining sewage disposal systems and storm drains.

5. Coordinating the use of private contractors, equipment supplies and staffing as they pertain to Public Works.

6. Assisting fire and rescue forces at the direction of the Incident Commander.

7. Assisting emergency transportation.

L. The Red Cross will provide:

1. Responder and victim assistance as needed.

2. Assistance with rehabilitation of families.

3. Assistance as required in triage operations.

4. Assistance in handling inquiries from the public on where to contact missing or injured residents, shelters, or social services.

5. Operational bloodmobiles as required.

6. Assistance with Human Services (Social Services).

M. The Public Information Officer

1. All agency Public Information Officers will be notified of the Joint Information Center (JIC) location, and they will be encouraged to participate with the JIC.

N. The National Transportation Safety Board (NTSB) has federally mandated responsibilities and will:

1. Investigate a rail incident including any accident involving a passenger or employee fatality, or any accident in which damage exceeds $150,000.00.

2. Investigate such accidents and report the facts, conditions, and circumstances relating to each accident and the probable cause thereof.

3. May dispatch a "Go-Team" to assist in the investigation.

4. Provide an Investigator-in Charge (IIC), who organizes, conducts, and controls the field phase of investigation. The IIC, "…shall assume responsibility for the supervision and coordination of all resources and of the activities of all personnel, both NTSB and non-NTSB, involved in the onsite investigation." (Title 49 - Transportation, Chapter VIII - NTSB, Part 831.8).

5. Release the wreckage, records, mail, and cargo.

6. Release the remains of victims.

7. Release information during the field investigation, limited to factual developments, through NTSB members present at the accident scene, the representative of NTSB's Public Affairs Office, or the Investigator-in-Charge.

8. Provide the official "Accident Report."

9. Provide assistance to the local community as necessary.

O. The Carrier will:

1. Designate a representative(s) to report to the Emergency Operations Center for a briefing on the incident.

2. From this location, representative(s) will be escorted to the scene.

3. Designate a staging area for survivors and their families and provide for their needs and comfort.

4. Designate a spokesperson and have him/her coordinate with the JIC operation.

5. Designate a telephone number as a point-of-contact for inquiries from the public and families, and communicate this number to the JIC for dissemination to the media.

P. The Federal Railroad Administration was created pursuant to section 3(e) (1) of the Department of Transportation Act of 1966 (49 U.S.C. app. 1652).

1. Its purpose includes, "to promulgate and enforce rail safety regulations . . . and consolidate government support of rail transportation activities."

2. It administers and enforces the Federal laws and related regulations designed to promote safety on railroads.

3. It exercises jurisdiction over all areas of rail safety under the Rail Safety Act of 1970, such as track maintenance, inspection standards, equipment standards, and operating practices.

4. It also administers and enforces regulations resulting from railroad safety legislation for locomotives, signals, safety appliances, power brakes, hours of service, transportation of explosives and other dangerous articles, and reporting and investigation of railroad accidents.

5. Railroad and related industry equipment, facilities, and records are inspected and required reports reviewed.

EMERGENCY RESPONSE

A. Dispatch/Notification Protocol by 911/ECD

NOTE: the tactical information contained in this section is redacted. It is the agency's operations protocol for emergency response.

B. Agency Communications

NOTE: the tactical information contained in this section is redacted. It is the operational protocol for emergency response.

SUPPORT

Emergency response operations will be principally by local forces supported by State forces and, as needed, by federal forces. The Federal Railroad Administration, National Transportation Safety Board, and other Federal agencies will play key roles particularly in the recovery phase.

SPECIAL REQUIREMENTS

Upon completion and approval of this plan, it should be duplicated in sufficient quantity for response agencies. Municipalities should request key departments and agencies to familiarize themselves with this plan and their local response plan. Accurate records and logs must be kept of all actions, purchases, and resource expenditures. All expenses must be accounted with receipts and written records.

The Office of Emergency Management (OEM) will serve as a focal point for revising this plan, providing assistance to municipalities, and assisting in training and exercises.

All drills/exercises should be coordinated with OEM. Exercises of this plan will be considered and integrated, when possible, in the design and scheduling of other exercises. Upon request, OEM will provide observers, facilitate a critique, and report as appropriate.

OEM will coordinate and facilitate a debriefing and/or a critique of all rail incidents which activate this plan.

SUMMARY

This plan is integrated as a hazard-specific appendix with the *Monroe County Comprehensive Emergency Management Plan.*

GLOSSARY

EOC Emergency Operations Center

FRA Federal Railroad Administration

JIC Joint Information Center

A Joint Information Center is a designated location to receive information from agency/department public information officers about the emergency and to issue public news releases to the media about the emergency.

NTSB National Transportation Safety Board.

The NTSB is responsible for investigating, determining probable cause, and reporting of all railway accidents within the United States.

OEM	(Monroe County) Office of Emergency Management
911/ECD	Monroe County's 911 Center/City of Rochester Emergency Communications Department.
UFPO	Underground Facilities Protective Organization . . . a universal point-of-contact to request utility stake-out.