



Technical Memorandum

SECURITY



Prepared for:
OHIO DEPARTMENT OF
TRANSPORTATION

Prepared by:



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1. INTRODUCTION

1.1 Purpose

The Ohio Department of Transportation (ODOT) recognizes that it is essential to provide citizens and visitors traveling in and through the state with confidence that they are traveling on a safe and secure system. ODOT is not a first response agency but rather a support agency working within the Incident Command System (ICS) structure (a command/management component of FEMA’s National Incident Management System). Security concerns such as potential terrorist activity, natural disasters, roadway incidents and closures, and technological and radiological hazards are some of the many issues ODOT addresses.

1.2 Data Sources

The sources that were used to identify the existing security systems within the Ohio Department of Transportation are identified in **Table 1-1**.

Table 1-1: Data Sources

Sources
www.BuckeyeTraffic.org & ODOT Press Release
Ohio MPO Long Range Plans
Ohio Homeland Security Website & Strategic Plan
ODOT Office of Transit – System Security and Emergency Preparedness Training and Technical Analysis
ODOT Rail Commission - Ohio Statewide Rail Plan
Ohio Emergency Operations Plan



2. ODOT STRATEGIES

2.1 ODOT Role in Ohio Emergency Management

ODOT is not a first response agency but does assist with disaster response according to a statewide emergency management framework known as the Ohio Emergency Operations Plan (EOP). The Ohio EOP is based upon and stems from federal emergency management initiatives covering all types of hazards.

One federal emergency management initiative is the National Incident Management System (NIMS).¹ NIMS was developed in 2003 by the Secretary of Homeland Security and provides a national template for emergency management that is meant to help direct government agencies at the federal, state, and local levels, as well as private sector organizations, in responding to incidents of all sizes. The Secretary of Homeland Security also prepared the National Response Framework (NRF), which is designed to guide and organize national-level emergency responses. The NRF is based on NIMS principles, and the NRF predecessor—the National Response Plan—was used by the State of Ohio to provide a structure for preparing the Ohio EOP. The Ohio Emergency Management Agency coordinates the Ohio EOP with assistance from other state agencies including ODOT.

The Ohio EOP is structured on 15 Emergency Support Functions (ESF).² Each ESF is headed by a lead agency that coordinates activities related to the particular area of support. ODOT is the lead agency for ESF #1, which is transportation, and also has a supporting role in other ESFs. ESF #1 specifically addresses the following:

1. Assessing damage to, restoring, and maintaining land, air, and water transportation routes in coordination with governmental and private organizations as required.
2. Transportation of state personnel, materials, goods, and services to incident sites.
3. Supporting evacuation and reentry operations.

ESF #1 explains the kinds of situations within which ODOT and other supporting agencies would carry out their delegated emergency support duties. It describes coordination between different levels of government, lists the other state agencies available to support ODOT, and assigns responsibilities for carrying out transportation-related efforts in response to an incident.

Included with ESF #1 are the Aviation Support Plan and the Ohio Strategic National Stockpile (SNS) Distribution Plan. The Aviation Support Plan describes the responsibilities and operations for aviation support in an emergency. The ODOT Office of Aviation is the lead agency for this plan. The Ohio SNS Distribution Plan describes the responsibilities and operations of distributing large quantities of

¹ National Incident Management System. 2008. http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf

² Ohio Emergency Operations Plan Emergency Support Function #1. 2011. http://www.ema.ohio.gov/Documents/Ohio_EOP/esf_1.pdf. Also included as Appendix A to this memorandum.

medical materials throughout Ohio in the case of a large-scale emergency. ODOT is also the lead agency for this plan. Additional information regarding ESF#1 can be found in Appendix A.

In carrying out an emergency response, ODOT uses the Federal Emergency Management Agency's (FEMA) Incident Command System (ICS) to guide its efforts³. The ICS is a standardized incident management approach which provides an organizational structure that enables the integration of facilities, equipment, personnel and communications of all parties involved in a given incidence response effort. When an incident occurs, ODOT carries out the functions that are mandated by the ICS and ESF#1. The amount of response resources which ODOT commits is based on Crisis Action Status (CAS) levels. There are three CAS levels—low, mid, and max. An example of a CAS Level 1 (low) would be a localized flood, snow event, or tornado touch-down. CAS levels escalate as the incident intensifies or begins to affect larger areas. Therefore an event may progress through levels 1, 2, and 3 (max), or develop into an immediate CAS Level 3. Among other things, ODOT's responsibility in an incident response effort is to conduct road assessments and maintain a useable transportation network throughout the duration of an emergency.



3. OTHER TRANSPORTATION SECURITY PLANS, PROGRAMS, AND POLICIES

3.1 ODOT and Homeland Security

The State of Ohio Security Task Force, established in 2001, was created to “...develop a coordinated, comprehensive state strategy to address security issues by strengthening state preparedness at all levels of government.”² The Task Force was replaced in 2006 with the Ohio Homeland Security Advisory Council which was established to take the Task Force efforts to the next level by providing “...a venue for local and state officials to collaborate on and advise the director of public safety on homeland security planning and programs along with the Ohio Homeland Security Advisor.”³ The Ohio Homeland Security Advisory Council lists Transportation as one of 18 critical sectors in infrastructure preservation. The Strategic Analysis and Information Center (SAIC) monitors the security of these sectors and serves as a source of information and intelligence exchange for various security-related agencies. ODOT has a liaison assigned to the SAIC who maintains necessary clearances to access critical information and relay it to field personnel as needed.

While ODOT was part of the original Ohio Security Task Force it is not a member of the Homeland Security Advisory Council but is instead a support agency working within the Incident Command System (ICS) structure. ODOT did, however, participate in Roundtable Advisory Committees that provided input for the latest update of the Ohio Homeland Security Strategic Plan.⁴ Additionally, ODOT coordinates directly and regularly with several agencies on the Advisory Council including the Ohio State Highway Patrol (OSHP) and Ohio Department of Public Safety (ODPS), among others. Such coordination efforts include linking to the Ohio State Highway Patrol – Critical Information and Communications Center (OSHP CICC) for any criminal or traffic issues impacting public safety and for sharing of information between the ODOT Traffic Management Center (TMC) and OSHP communications to keep the public informed of issues impacting travel.

3.2 Other Plans, Programs, and Policies that Impact Security

Ohio QuickClear Program

QuickClear is “...the state’s traffic incident management program composed of several agencies, including ODOT, local and state law enforcement agencies, fire, emergency medical assistants, and towing and recovery services.”⁵ The program provides guidance on how multiple agencies work together to clear traffic incidents on highways in Ohio. ODOT has initiated a new public steering committee (the QuickClear Committee) to promote this effort and has teamed with the Ohio Department of Public Safety (ODPS) on a regional training partnership. ODOT currently has 12 training regions staffed by three primary trainers to ramp up the program over the entire state. These

² Homeland Security in Ohio: Look Back to Move Forward. 2011. <http://www.publicsafety.ohio.gov/links/LBtMF.pdf>

³ Ibid

⁴ The Ohio Homeland Security Strategic Plan provides a framework for continuing to improve security-related capabilities. It prioritizes Ohio’s capabilities and resources by setting goals and objectives that cover four areas of security-focused activity.

⁵ <http://www.dot.state.oh.us/Divisions/Operations/Traffic/publications2/Ohioquickclear/Pages/default.aspx>

regional teams will establish multiple instructors that will be deployed at the county level statewide. Part of the instructors' efforts will be to improve education for the public to help them know appropriate actions to take when involved in an unexpected highway incident.

ODOT Traffic Management Center

ODOT operates a statewide Traffic Management Center (TMC) which uses Intelligent Transportation Systems (ITS) to monitor traffic conditions and provide traveler information. OHGO, successor of BuckeyeTraffic.org, provides travel conditions on the Internet. Traveler information is also posted on electronic message boards. All of these TMC systems are useful outlets of travel information that can be utilized to inform the motoring public during emergency incidents.

Transit Security

ODOT's Office of Transit carries out the *System Security and Emergency Preparedness Training and Technical Assistance Program* which focuses on reviewing current levels of protection and integrating security and emergency preparedness more fully into transit operations.

Rail Security

The Statewide Rail Plan details both the federal and state role in rail security. The Public Utilities Commission of Ohio is the lead agency for state oversight of rail security related issues with a number of agencies providing support, including ODOT.

Hazardous Materials Security

The United States Department of Transportation (US DOT) produces materials to help handle hazardous materials incidents. "DOT Chart 14: Hazardous Materials Marking, Labeling, and Placarding Guide" provides general guidance for marking and labeling shipments of hazardous materials, as well as for placing placards on related transport vehicles.⁶ The markings, labels, and placards are important for identifying which types of hazards may be encountered in an incident response situation. The *Emergency Response Guidebook*, also published by US DOT, acts as the go-to manual for first responders when they must deal with an incident involving hazardous materials. Copies of this manual have been distributed to emergency response agencies through state emergency management coordinators.⁷

Other Security Measures

Emergency training exercises help to prepare organizations for actual emergency responses. ODOT often participates in these kinds of emergency response exercises. For example, they routinely carry out exercises at the two nuclear power plants in the state. Not least among ODOT's transportation security efforts are the standard tasks of maintaining the bridges and roads throughout the state highway system. ODOT carries out regular inspections to identify bridge deficiencies or poor pavement condition. These inspections can lead to improvements that help maintain a secure and functional transportation system.

⁶ [http://www.phmsa.dot.gov/staticfiles/PHMSA/DownloadableFiles/Files/Hazmat/ Training/Chart%2014.pdf](http://www.phmsa.dot.gov/staticfiles/PHMSA/DownloadableFiles/Files/Hazmat/Training/Chart%2014.pdf)

⁷ <http://phmsa.dot.gov/hazmat/library/erg>

3.3 Security Planning at Metropolitan Planning Organizations (MPO)

MAP-21, the Moving Ahead for Progress in the 21st Century Act, requires that safety and security of the transportation system be considered during the metropolitan planning process. Prior to MAP-21, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) also required consideration of safety and security in the metropolitan planning process; however, they were separate factors under that legislation. For the purposes of assessing MPOs' security-related efforts, consultation of their Long Range Transportation Plans (LRTPs) was undertaken.

A review of the MPOs in Ohio revealed that all, as would be expected, have addressed security to varying levels of detail and complexity. A summary of MPO security details are listed in **Appendix B**.



APPENDIX A: OHIO EMERGENCY SUPPORT FUNCTION #1

**OHIO EMERGENCY OPERATIONS PLAN
EMERGENCY SUPPORT FUNCTION #1**

TRANSPORTATION

PRIMARY AGENCY: Ohio Department of Transportation (ODOT)

SUPPORT AGENCIES: Adjutant General's Department, Ohio National Guard (ONG)
Ohio Emergency Management Agency (OEMA)
Ohio State Highway Patrol (OSHP)
Ohio Department of Natural Resources (ODNR)

I. INTRODUCTION

A. Purpose

For transportation-related functions in the State of Ohio during emergencies, ESF-1 addresses:

1. Assessing damage to, restoring, and maintaining land, air and water transportation routes in coordination with governmental and private organizations as required.
2. Transportation of state personnel, materials, goods, and services to incident sites.
3. Supporting evacuation and reentry operations.

II. SITUATION

- A. Hazards that affect Ohio may damage transportation infrastructure, may negatively impact the movement of emergency personnel, and may delay the delivery of vital resources.
- B. Disasters may reduce the availability of local resources and may require the transportation of resources to the affected area(s).
- C. Although most emergency evacuation activities will be conducted by local response organizations, if necessary, State-level resources may be used to assist in evacuation efforts.
- D. Most State-level transportation resources cannot be employed off of the state highway system without a Governor's declaration of emergency.
- E. Disaster responses addressing transportation systems may be difficult to coordinate immediately following an emergency since routes may be blocked by traffic, debris and/or damage.

III. ASSUMPTIONS

- A. Repairs to transportation systems will be prioritized based upon their potential benefit to incident victims and the community(ies).
- B. Even though localized distribution patterns may be disrupted, the repair of access routes will permit a sustained flow of emergency relief.
- C. The requirement for transportation capacity during the immediate lifesaving response phase at the site of the disaster may exceed the availability of state assets.
- D. The State of Ohio will determine when to request federal transportation assistance that would be provided in accordance with the National Response Framework (NRF).

IV. CONCEPT OF OPERATIONS

A. Overview

1. ODOT is the lead agency for ESF-1.
2. ODOT liaisons will coordinate with appropriate support organizations to address the transportation-related needs of affected communities, including:
 - a. Damage assessment of transportation infrastructure assets.
 - b. Transportation asset repair activities.
 - c. Technical assistance to local governments.
 - d. Materiel hauling.
 - e. Slips and slides.
 - f. Debris clearance from transportation routes.
 - g. Repairing damage to bridges and culverts.
 - h. Providing rental equipment and materials.
 - i. Interfacing with railroads, airports, port authorities and related transportation providers/facilitators.
 - j. Support of local evacuation activities.
3. ESF-1 Primary and Support organizations will be notified through the State of Ohio's Emergency Operations Center (SEOC) when transportation-related emergency assessment, response, and recovery activities are required.

B. Relationships between Levels of Government

1. Federal
 - a. Coordination with Federal ESF-1 agencies can occur in the SEOC, at the incident, and/or in the Disaster Field Office (DFO).

- b. Federal ESF-1 agencies will support state assessment, response, and recovery activities and will accept emergency requests and missions from state ESF-1 agencies.
2. State
 - a. ESF-1 agencies will maintain a working relationship throughout incident response and recovery operations to ensure that transportation-related needs are identified, assessed, prioritized and addressed.
 - b. ESF-1 agencies will coordinate with ESF-1 agencies from the following adjacent states when required during emergencies: Michigan, Indiana, Kentucky, West Virginia, and Pennsylvania.
3. Local
 - a. Local-level requests for State-level transportation resources and services will be directed to ESF-1 Support Agencies through the SEOC.
 - b. Responses to requests for ESF-1 assistance made by local officials to personnel from ESF-1 agencies at the site of the disaster will be coordinated with, and approved by, State-level ESF-1 personnel before action is taken.
4. The Agency Comparison Chart for ESF-1 Organizations, below, provides an overview of the coordination of agencies with transportation-related emergency responsibilities at the state, federal and local levels.

<u>State Organizations</u>	<u>Federal Organizations</u>	<u>Local Organizations</u>
Ohio Department of Transportation	U.S. Department of Transportation	Local/County Engineers and Street Departments
Adjutant General's Department, Ohio National Guard	U.S. Department of Defense	*
Ohio Emergency Management Agency	U.S. Department of Commerce, National Oceanic and Atmospheric Administration	*
*	Department of Homeland Security	*
Ohio Department of Natural Resources	Department of the Interior	*
Ohio State Highway Patrol	Department of Justice	*
*	Department of State	*
*	General Services Administration	*
*	U.S. Department of Agriculture, Forest Service	*
Ohio Emergency Management Agency	U.S. Postal Service	Local Post Offices and County EMA Directors

* There is no comparable agency/organization at this level of government.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

A. Organization

1. ESF-1 organizations will be activated through the SEOC for assessment, response, and recovery operations based on the needs of the emergency. Primary and Support Agencies for the state transportation function will coordinate with each other in the SEOC and the DFO to ensure the most effective use of personnel and equipment, to avoid redundant activities and to cooperate on emergency transportation missions.

B. Assignment of Responsibility

1. Ohio Department of Transportation (ODOT)
 - a. Serve on damage assessment teams to determine types of damage to and repairs needed for transportation infrastructure.

- b. Coordinate with ESF-1 Support Agencies to develop and prioritize state and federal ESF-1 missions.
 - c. Alert and receive information from affected ODOT Districts and Divisions and provide on-going internal communications and coordination.
 - d. Maintain an accounting of ESF-1 missions and activities for briefing purposes.
 - e. Support the transportation of state emergency personnel and goods and the provision of services to the site of the disaster including the establishment of State Transportation Staging Areas.
 - f. Coordinate with Port Authorities, the Ohio Rail Commission, airports, bus companies and other public and private transportation providers for the dissemination and receipt of emergency information and assistance as requested or needed.
 - g. Give emergency response and recovery operations the highest priority for permit processing and the waiving of permit fees.
 - h. Procure equipment and services from private contractors as needed.
 - i. Coordinate with transportation organizations in affected area(s) to obtain information on the transportation infrastructure and to assist local organizations with emergency repairs to transportation infrastructure.
 - j. Assist Support Agencies with emergency transportation response and recovery activities by providing fuel and maintenance for state vehicles
 - k. Provide reports to state agencies on the status of transportation routes at the incident site.
 - l. Provide aviation support and coordination through the Division of Aviation. (Refer to Tab #1 Aviation Support Plan)
2. Adjutant General's Department, Ohio National Guard (ONG)
- a. When a Governor's Declaration of Emergency has been issued, and as resources are required and available, provide general and unique engineering services such as debris hauling, emergency road repairs, emergency erosion control and demolitions.
 - b. As required and as resources are available, provide air and ground transportation assets.
 - c. As required and as resources are available, provide assistance for the temporary repair of critical transportation infrastructure.

- d. As required and as resources are available, assist in the evacuation of residents and resources from disaster areas.
 - e. As required and as resources are available, support assessment of damage to transportation infrastructure.
3. Ohio Emergency Management Agency (OEMA)
- a. Coordinate with local EMA Directors to ensure State ESF-1 agencies and their personnel are able to work with appropriate local officials and technicians on local mission assignments.
4. Ohio Department of Natural Resources (ODNR)
- a. Coordinate with the U.S. Coast Guard and the U.S. Army Corps of Engineers for transportation assistance on the Ohio River, Lake Erie, and inland waterways.
 - b. Provide assistance for the removal of debris from transportation routes and from other areas that require emergency access. (Refer to ESF-3 for additional debris management information.)
5. Ohio State Highway Patrol (OSHP)
- a. Provide traffic control, enforcement and related services on state highways and other traffic routes during emergencies.
 - b. Coordinate with ODOT in developing and implementing emergency traffic control measures.
 - c. Provide State-level coordination and support for local law enforcement traffic control efforts during emergencies.
 - d. Assist local authorities in emergency evacuation relocation and reentry operations.
 - e. Support the assessment of damage to transportation infrastructure.

VI. RESOURCE REQUIREMENTS

- A. ESF-1 Agencies maintain agency-level Standard Operating Procedures that address their ESF-1 Assignments of Responsibility.
- B. ESF-1 Agencies maintain Resource Listings that document the equipment, supplies, and services available to and from them during emergencies.

VII. TABS

- A. Tab A – Aviation Support Plan
- B. Tab B – Ohio Strategic National Stockpile and State Pharmaceutical Cache
Transportation Plan



APPENDIX B: MPO SECURITY SCAN SUMMARY

MPO Security Scan Summary

MPO	LRP Documented Security-Related Actions Undertaken
Akron Metropolitan Area Transportation Study (AMATS)	<ul style="list-style-type: none"> ▪ Staff coordinates with Summit County Emergency Management Agency (EMA) and Portage County EMA ▪ Transit security on METRO and PARTA addressed through EMA coordination ▪ Includes transit bus evacuation plans, camera installation, and securing of facilities
Belmont-Ohio Marshall Transportation Study (BOMTS)	<ul style="list-style-type: none"> ▪ Staff identified I-70 as a regional evacuation route ▪ Increased efforts to coordinate planning activities with local EMAs ▪ Installation of security cameras and dynamic message signs ▪ Installation of cameras on buses ▪ GPS units for bus fleet ▪ Securing of facilities ▪ Promote and facilitate consistency among plans ▪ Implementation of ITS
Brooke-Hancock-Jefferson MPC (BHJ)	<ul style="list-style-type: none"> ▪ The Plan recommends preserving, at a minimum, two highway and one pedestrian Ohio River Bridge crossing(s) as contingency options for National Guard, security, and emergency services between the two counties
Clark County-Springfield Transportation Coordinating Committee (CCSTCC)	<ul style="list-style-type: none"> ▪ Provides strategies to strengthen security for users of the system ▪ Discusses the need to make security-focused capital improvements
Eastgate Regional COG (Eastgate)	<ul style="list-style-type: none"> ▪ Staff coordinates with principal agencies on Homeland Security and Transportation System Security Initiatives, the Mahoning and Trumbull Counties EMA Communications Centers, and ODOT ▪ Participates in the “incident operation procedure” when appropriate
Erie Metropolitan Planning Organization (ERPC)	<ul style="list-style-type: none"> ▪ Staff coordinates with the Erie County EMA ▪ Identify possible areas of vulnerability across the network ▪ Continue to support training initiatives to ensure efficient emergency response and work with emergency management authorities to develop initiatives for the system
KYOVA Interstate Planning Commission	<ul style="list-style-type: none"> ▪ The Office of Homeland Security has partnered with regional planning and development agencies to prepare regional evacuation and security plans ▪ Regional briefing sessions have been held ▪ Key stakeholders have been identified
Lima-Allen County Regional Planning Commission (LACRPC)	<ul style="list-style-type: none"> ▪ Preservation and maintenance ▪ Systematic rehabilitation of the system ▪ Protection of ROW for future improvements ▪ Reduction of at-grade rail crossing delay for emergency service access ▪ Systematic identification of natural hazards and human events that could jeopardize the system
Licking County Area Transportation Study (LCATS)	<ul style="list-style-type: none"> ▪ Staff took the lead in developing a dataset as part of the Location Response System (LBRS) ▪ Participated in developing a “playbook” to handle common closures on I-70 ▪ Assisted in developing a policy and procedure for responding to requests from the Licking County EMA ▪ Attended incident management roundtable meetings ▪ Considering developing a flood crossings map

MPO	LRP Documented Security-Related Actions Undertaken
Mid-Ohio Regional Planning Commission (MORPC)	<ul style="list-style-type: none"> ▪ Staff helps the region coordinate planning in preparation for and anticipation of potential future incidents ▪ Plays a similar role in helping to coordinate public information outreach strategies ▪ Works with county EMAs ▪ Participated in the update of the Franklin County risk assessment and natural hazards mitigation plan
Miami Valley Regional Planning Commission (MVRPC)	<ul style="list-style-type: none"> ▪ Staff changed LRTP goals and Roadway Project Evaluation System (PES) to reflect importance of security in the planning process ▪ Coordinating regional discussions about transportation security with several agencies ▪ Estimated transit needs for the three systems (GDRTA, Greene CATS, Miami County) through 2040
Northeast Ohio Areawide Coordinating Agency (NOACA)	<ul style="list-style-type: none"> ▪ Staff is coordinating with transit agencies to ensure security needs are accounted for to the fullest extent possible ▪ Has renewed intermodal security as a priority in planning efforts ▪ Participated in the region’s homeland security efforts
Ohio-Indiana-Kentucky Regional COG (OKI)	<ul style="list-style-type: none"> ▪ Created a regional homeland security coordinating committee comprised of first responders and others to assess region’s needs and identify areas of concern ▪ Created a regional incident management task force ▪ GIS users group coordinating/collaborating on how to create a common GIS database ▪ Active member of the Emergency Preparedness Collaborative ▪ Included security in regional and sub-regional plans
Richland County Regional Planning Commission (RCRPC)	<ul style="list-style-type: none"> ▪ The Plan calls for increasing security of the system for motorized and non-motorized users
Stark County Area Transportation Study (SCATS)	<ul style="list-style-type: none"> ▪ Staff met with Stark County EMA to discuss and review transportation plans and policies in place ▪ Stark County Engineer has developed a Resource Manual of available resources should they be needed in an emergency ▪ Worked with EMA and others to identify security needs and critical facilities ▪ Involves other agencies in public involvement efforts, training, and mock disaster preparedness ▪ Detour routes identified
Toledo Metropolitan Area COG (TMACOG)	<ul style="list-style-type: none"> ▪ The Plan process identifies the need for more regional coordination and provides a detailed list of security-related plans and programs in the region
Wood-Washington-Wirt Interstate Planning Organization (WWW)	<ul style="list-style-type: none"> ▪ Their role is to ensure that adequate resources are being allocated to the system so that it is capable of handling various situations in the event of a security incident ▪ The Plan identifies transit security measures ▪ Office of Homeland Security has partnered with the regional planning and development agencies to develop security plans

Source: MPO Long Range Plans

