

**Remarks of William A. Morange  
Deputy Executive Director and Director of Security  
NYS Metropolitan Transportation Authority  
House Appropriations Subcommittee on Homeland Security  
Washington, DC  
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Good afternoon Chairman Price, members of the Subcommittee. My name is William Morange, Deputy Executive Director and Director of Security for the NYS Metropolitan Transportation Authority (MTA). I joined the MTA in 2002 after having served for 39 years with the New York City Police Department. I retired as the Chief of the Organized Crime Bureau and was Chief of Patrol -- a roll I served in on September 11.

My role at the MTA is to ensure that the actions we are taking in light of 9/11, Madrid, London, Mumbai, and other threats, prepare our organization to respond to terrorist and other emergency incidents, and to provide as secure an environment for our customers as is humanly possible. I will talk about that, our relationship with Department of Homeland Security (DHS) and the federal government, and what our security needs are going forward.

As you may know, the MTA is the largest transit provider in the Western Hemisphere and is comprised of several operating entities:

- MTA New York City Transit (NYCT)
- MTA Long Island Rail Road (LIRR)
- MTA Metro-North Railroad (MNR)
- MTA Bridges and Tunnels (B&T)
- MTA Capital Construction (MTA CC)
- MTA Bus Company (MTABus)

We provide over eight and a half million subway, rail and bus rides each day in the NY metro area – roughly one third of all transit rides nationally. Approximately 900,000 vehicles cross our 7 bridges and 2 tunnels each day, carrying over 1.4 million passengers.

#### 9/11 and the MTA

Certainly 9/11 was traumatic for the NY metropolitan region and our system. We were front and center at Ground Zero, with 3 subway stations directly serving the Trade Center site and hundreds of express and local buses serving its perimeter. It's likely that more than 80% of the Trade Center's 50,000 workers took one or more MTA services to get to work each day.

Despite one completely destroyed station and 4 others that were put out of service for as much as a year, not a single MTA customer or employee was killed or seriously injured in or on our system. On 9/11 our subways whisked tens of thousands of riders from the center of the World Trade Center site to safe locations north and south. Our buses and subways evacuated millions more from Manhattan Island. Our railroads took shocked commuters safely to their homes and returned with rescue workers who had no other way to get into the City to help.

Since then we have done much work, both internally and with our partners in New York City and New York State, the federal government and the broader transit industry, to assess the

risks of future acts of terror on our system and to try to minimize them. We are doing so through a series of capital and operating investments in the system and additional employee training for our 65,000 employees. Let me first talk about the capital and operating investments.

In 2002, with the assistance of the Federal Transit Administration, we conducted the first of a number of system-wide risk assessments, identifying \$2-\$3 billion in needs. We immediately launched a two-phase capital investment program to address those needs and harden our system. Phase I, comprised of \$720 million in investments is largely completed. While I cannot go into detail in public about many of the projects we have undertaken, one of the most visible initiatives included installing over 1,000 surveillance cameras and 3,000 intrusion detection devices in our subways and commuter rail facilities as part of a \$260 million Integrated Electronic Security System. We have also begun work on elements of our \$495 million Phase II, which takes, in turn, the next most critical projects.

We've grown our police department by nearly 40% to nearly 750 individuals at an additional cost of more than \$70 million (plus an additional \$37 million in overtime) since 2002 and in the same time period have added 261 bridge and tunnel officers at a cost of \$101 million. The bridge and tunnel officers inspect vehicles entering our bridge and tunnel facilities. We've spent over \$10 million to create and equip 50 bomb-sniffing canine teams and have added two MTA PD emergency service units at an additional \$6 million. Additional equipment, training and communication efforts have also proven to be very costly, but necessary.

### Emergency Drills and Training

We continue to undertake real-life emergency drills on all parts of the MTA system. Much of the reason for our success in evacuating Manhattan on 9/11 was that our organization is and has been committed to preparing for emergencies. Our agencies have always done more than simply write volumes of emergency and response plans that sit on shelves. We *drill* those plans several times a year. The experience, lessons learned, and perhaps most importantly, the *relationships* forged in those exercises are tremendously valuable.

Each of our operating agencies prepare for emergencies regularly in terms of both physical drills -- with hundreds of participants -- and table-top drills. NYCT, the largest member of the MTA family, operates 8,000 subway and rail cars and 46,000 bus trips a day within New York City. Transit conducts four emergency drills annually in conjunction with the MTA PD, the LIRR, MTA Bus and MNR as well as the NYPD, the FDNY, the EMS and the Office of Emergency Management (OEM).

In addition, all key NYCT operating employees are provided ongoing formal "eyes & ears" training; fire protection & evacuation training; and DuPont Safety training. Over 45,000 employees have taken these courses and we are about to conduct a top to bottom update and review of those training courses in concert with our represented employees.

While Federal Railroad Administration regulations already require one full-scale drill annually, the LIRR conducts a minimum of 4 major full-scale emergency drills annually, including one in NY's Penn Station, the busiest railroad station in the country. Likewise, MNR conducts a number of drills during the year, including one in Grand Central Terminal. The carefully crafted emergency scenarios require emergency responders to demonstrate skills in

communications, fire fighting, rescue, extrication, hazardous material and first aid. Participants include county, village and town Police, Fire and EMS services throughout Nassau and Suffolk, Westchester, Orange, Rockland, Dutchess and Putnam counties in New York and Fairfield and New Haven counties in Connecticut.

Railroad emergency preparedness training is conducted at a number of locations, from Penn Station and Grand Central Terminal to major hubs such as Flatbush/Atlantic Ave Terminal, Jamaica Station, Grand Central Terminal, 125th Street, New Haven, as well as shop/yard facilities in New York and Connecticut.

MTA Bridges and Tunnels, which operates 7 bridges and 2 tunnels within NYC, the most notable of which includes the nation's longest suspension bridge, the Verrazano Bridge, has conducted over twenty multi-agency (MTA PD, NYPD, FDNY, MTA, OEM) exercises that have tested preparedness; response; inter-agency cooperation; perimeter security; IED mitigation; Hazardous Materials Spills; decontamination, and even power reduction scenarios.

Since 9/11 we've had other real-life opportunities to test what we do on a regional scale. When the electrical grids in the Northeast went out on August 14th, 2003, we – along with our partners in emergency preparedness throughout the region -- were able to safely evacuate of over 400,000 riders from both underground and elevated parts of our system. We're proud that there were no customer or employee injuries in those instances – a truly amazing feat.

#### Engaging our Customers in Emergency Preparedness

While we're committed to aggressively training and drilling our employees for potential emergencies, we've also focused on making sure that our customers are aware of how they should respond in certain situations.

Through the creation of the internationally acclaimed **"If You See Something, Say Something"** campaign, we've informed our customers in print and on radio about being vigilant and in the process have enlisted their help by giving them an outlet to report suspicious activities: 1-888-NYC-SAFE. Public response has been extremely positive and we have shared our materials with dozens of transit systems and municipalities around the country and the globe.

In direct response to the lessons learned from the Madrid bombings -- we both customized our ads to focus on packages left in transit vehicles and we've produced Customer Train Evacuation Brochures and internet-based evacuation videos that show how to properly evacuate subway and commuter railroad cars in an emergency. Printed copies of this information were distributed on our subway and rail cars. We've made both the printed material and videos available on our website, [www.mta.info](http://www.mta.info). In addition, we've made these videos widely available to local police departments, community groups and the public.

We also continue to supplement the more formalized training of our operating personnel with Employee Safety Guides for all our employees that tells them what to look for and how to react in emergencies.

## Funding

While our needs are great and funding for many of these projects have not been identified, I would like to personally thank Congress and this Committee in particular for the financial support they have provided for the MTA and the transit industry in general.

Since 2003, MTA New York has received \$178.8 million in security funding that has helped us provide a safer environment for our 8.5 million daily transit customers – and the numerous vehicles that use our bridges and tunnels.

Through 2008, the MTA has been able to accomplish a number of projects that will provide safety to the riding public. Some of those include:

- Completion of NIMS Training for all of our operating agencies,
- Executing multi-agency table top exercise and emergency drills,
- Installing and upgrading Chemical Detection capabilities at Critical facilities,
- Installing CCTV systems and electronic access control,
- Installing Perimeter Security barriers,
- Procuring critical Emergency Response Equipment including two mobile command buses for the MTA PD,
- Expanding K-9 explosive detection teams,
- Increasing police patrol visibility through the MTA PD's Directed Patrol Program,
- Providing counter-terrorism Behavioral Assessment Training to MTA PD officers.
- Partnering with DHS in the Bio-watch Program.

The MTA has worked successfully with our regional transit partners through the transit security working group. Our partners include New Jersey Transit, the Port Authority of New York and New Jersey, Connecticut DOT, Westchester County and AMTRAK.

Through the TSGP funding program we have funded the following regionally based security projects:

- Interoperable communications,
- Interoperable communication protocols and,
- Development of regionally based response planning.

Commencing a pilot program with 2008 TSGP funding to develop a regional based terrorism suspicious activity reporting system database to monitor, track and respond to pre-attack activities. By sharing this information, the agencies can determine patterns and trends across agency boundaries.

Finally, we have taken training of our first responders to a new level concerning NIMS. The New York, New Jersey, Connecticut region are taking advantage of TEEX, a regionally based computer generated simulated attack program that assists first responders in planning and responding under the NIMS model. TEEX is a US DHS approved three and one half day training curriculum out of Texas A&M.

Your action to eliminate the local match requirement for the Transit Security Grant Program last year was much appreciated and we hope you can continue this element of the federal program as most transit agencies are already spending considerable local dollars on operating expenses such as:

- police salaries and overtime,
- canine units and anti-terrorist units, and
- improved security infrastructure in new and rehabilitated facilities.

For 2009, the MTA expects to receive additional funding for:

- Procuring equipment to support anti-terrorism teams,
- Purchasing explosive trace detective devices,
- Increasing our access control program to other critical facilities
- Expand infrastructure hardening measures at critical stations and bridges,
- Continuing the MTA PD "Directed Patrol" program.

These initiatives will enable the MTA to advance our overall security plan and reduce the vulnerability of our riding public.

Nonetheless, the need for additional federal dollars is still great and as you can imagine, we hope future funding will help us address the overwhelming needs we continue to have.

We have worked hard with Congress to increase federal transit funding from the \$65 million provided in 2003 and \$50 million in 2004 to the \$175 million provided in 2006 and beyond for transit, passenger and freight rail security, but clearly, with an identified national need of \$6 billion, more needs to be done going forward.

#### Proposed Recommendations to Improve Federal Process

Going forward, the MTA would like to emphasize a number of points that we believe would improve the federal process.

1. We believe the Regional Transit Security Program should broaden its emphasis areas and have identified several areas where we think federal funds are necessary:
  - Consequence Management projects to enhance; egress, lighting and signage
  - Interoperable Communications for our police and regional partners
  - Back-up power redundancy
  - Chemical/biological and radiological detection devices
2. We look for consistency in the Grant Guidelines from year to year, which will allow us to do more effective long range project planning and better address our transit agency's five-year capital security plans.
3. We need flexibility to use federal funds for design, project management and construction management tasks conducted by in-house forces. Currently, these tasks are fully reimbursable only if they are done by a third party contractor. Many transit agencies have in-house departments to do design work and project and construction management. Efficiencies are gained by utilizing these departments, whose personnel possess expertise in the individual transit system that most contractors do not have. The federally-mandated annual A133 Single Audit ensures that transit agencies have appropriate controls are in place to charge time correctly to grant-funded projects.

4. We need flexibility to fund all in-house flagging and track access work, which is currently fully reimbursable only when conducted by a third party. Individual agencies are best suited to determine needs for flagging, track access, etc., and in some cases, costs are driven by the Federal Railway Administration – Roadway Worker Protection Act, CFR Section #214.
5. We support the creation of a “One-Stop Shopping” mechanism for better coordination between FEMA and TSA. The current process requires one agency to approve the funds and the other to approve the scopes for the projects. This causes delays in approving the grant package every year. In fact, we are still awaiting approval for funding under the FY 2008 TSGP funding measure.
6. We recommend that the annual grant guidance be issued before the Federal Fiscal Year. This would enable grantees to address their security related needs prior to its publication. In addition, grantees would be able to submit applications at the beginning of the Federal Fiscal Year, once appropriations are known. This would accelerate the review and approval process by TSA/FEMA and enable the transit agencies to advance their projects in a more timely manner.
7. We would like to emphasize the critical role that the state has in the grant process and encourage a more active role for the State SAA in developing a regional security strategy. We would like to propose the State SAA be formally part of the TSGP and chair Regional Transit Security meetings. They should be involved in the process and to receive TSGP funding.
8. The funding sources under the TSGP process are designed to support the security needs of the Transit Agency and their primary law enforcement provider. Allocations that are directed to local municipal law enforcement agencies have the potential for a negative impact on the core objectives of the grant program.

There are more issues that we hope to address with your staff as we go forward, but let me conclude by thanking you once again for your personal support, concern and interest in helping us address these critically important needs. Please be assured that we at the local level are doing a tremendous amount in this effort and we need the federal government to continue to be a full partner going forward. I would be happy to answer any questions you may have.

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