

ERIE COUNTY INCIDENT MANAGEMENT TRANSITION PLAN

INCIDENT NAME: Continental Airlines Flight 3407 Recovery

INCIDENT NUMBER:

New York State Incident Management Team

to

Erie County Emergency Services

This Transition Plan will guide the orderly **transfer of command** on this incident. This Plan, along with the ICS 209, Incident Status Summary, applicable maps, resource and demobilization information, and electronic documentation, adequately summarize the status of the incident sufficient for transfer of command.

Plan Approval(s): (required)

Erie County Officials:

Name	Agency Administrator Signature	Date

Outgoing Incident Management Team:

IMT Name	Incident Commander Signature	Date
NYS Incident Management Team Tom Fargione, Incident Commander		

Incoming Incident Management Team:

IMT Name	Incident Commander Signature	Date
Erie County Emergency Operations Center Earl Schmittendorf, Incident Commander		

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A. INCIDENT OBJECTIVES

(State the incident objectives from the latest Form ICS-202, Incident Objectives).

1. **PROVIDE FOR THE SAFETY OF INCIDENT PERSONNEL AND PUBLIC.**
2. **MONITOR FAMILY AND COMMUNITY NEEDS AND SUPPORT AS NEEDED.**
3. **MAINTAIN RELATIONSHIP WITH AIRLINE FAMILY ASSISTANCE CENTER AND RESPONSIBLE PARTIES.**
4. **MAINTAIN PERIMETER SECURITY.**
5. **PROVIDE SECURITY AND LOGISTICAL SUPPORT FOR THE M.E.'S OFFICE AT ECMC.**
6. **MONITOR THE SITE AND ENFORCE THE SITE SAFETY PLAN.**
7. **IMPLEMENT THE DEMOBILIZATION PLAN.**
8. **ASSESS THE ECONOMIC IMPACT ON THE RESPONSE AGENCIES.**
9. **IMPLEMENT A TRANSITION PLAN.**
10. **IMPLEMENT AN ENVIRONMENTAL REMEDIATION PLAN.**

B. TRANSITION SCHEDULE and COORDINATION

New York State IMT will transition back to the Erie County Emergency Operations Center (Local Unit) on February 18, 2009 and will participate in incident management operations during the day Operational Period on February 18, 2009.

New York State IMT will develop and produce the Incident Action Plan for Operational Period #7 0600 February 18 – 0600 February 19, 2009.

C. ORGANIZATIONAL NEEDS

The Erie County EOC should continue to coordinate with all agencies still engaged in a myriad of operational and support activities resulting from the crash of Continental Airlines Flight 3407. Coordination and management of Law Enforcement activities will transition back to State Police Troop Headquarters and the Clarence barracks and to the Erie County Sheriff's Department Offices. Medical Examiner and morgue operations are being coordinated and managed out of the Hospital Operations Center (HOC) located at the Erie County Medical Center. Overall incident coordination will continue from the Erie County EOC.

D. CONTACTS

A list of important contacts, by ICS function, with phone numbers and/or email addresses can be found in the Planning Section (Room 114) at the Erie County EOC.

E. FUNCTIONAL HIGHLIGHTS

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1. Command

(State relevant information necessary for the incoming incident commander to understand and successfully function upon transfer of command. Items to consider include the following):

Political Considerations:

1. The county operates on the principle of home-rule, with the incorporated cities, towns and villages autonomous from the county.
2. The Town of Clarence has participated directly, or provided input, into the daily strategy meeting, which involves establishing and setting the incident objectives, priorities and strategies required to execute and modify as require the current operational plan and to prepare the operational plan (IAP) for the next operational period. These meetings have occurred daily.

Agency Administrator expectations:

1. Provide an ICS organizational structure for the county response.
2. Advocate for the county relative to response issues as appropriate or directed.
3. Provide expert advice relative to recovery issues and programs.
4. Moderate and facilitate meetings that relate to response and recovery as directed.
5. Coordinate all agencies and disciplines involved in the response and recovery.
6. Provide support for EOC Operations.
7. Provide briefings for elected officials as requested or scheduled.
8. Develop a demobilization plan.
9. Develop and execute an environmental remediation plan that can be used as a platform for recovery.

Cost Containment objectives and opportunities:

1. Off-site resource ordering will be done through the Erie County EOC. Erie County will attempt to fill those orders locally. If not available through local sources, Erie County will direct the request to the SEMO Liaison assigned to the Erie County EOC for action.
2. All expenditures will be approved by Finance pursuant to County operating procedures as modified by an on going State of Emergency.

Cooperator Involvement:

1. There are NGO, Federal, and Private sector assets engaged in the response and still active at the time of transition.

Various agency objectives:

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1. Daily tactics are typically defined by individual agencies
2. Strategies and incident objectives are set in strategy meetings attended by empowered representatives of the county and local governmental subdivisions.

1a. Human Resource Management:

NOT STAFFED

2. Safety

(State relevant information necessary for the incoming Safety Officer to understand and successfully function upon transfer of command. Items to consider include the following):

Overview:

The Safety Officer function has been performed primarily at the incident site on Long Street in Clarence, NY and also at the Medical Examiner's Office located at Erie County Medical Center. A Public Employee Safety and Health (PEOSH) Team is also operating at the incident site.

The Safety Messages for February 13 – 17, 2009 were of the various safety problems that we had encountered or anticipated. Specific topics covered have included:

Copies of the Safety Messages from the previous IAP's will be left with the incoming SOFR.

Ongoing Major Safety Hazards Encountered:

Fatigue – The fatigue is becoming readily visible.

Slip and falls on the scene - Weather projected for the next few days are projection snow and rain conations.

Hypothermia/frost bite – Temperatures/ wind chill prediction will be below freezing for the next few days.

Critical Incident Stress- All personnel associated with the incident will need to be evaluated for delayed and ongoing emotional issues related to the event.

Recommended Future Staffing:

One SOFR assigned to the field for on-site operations. During remediation phase may be provided by RP contracted company. An Assistant Safety Officer assigned to the Medical Examiner / Morgue operations provided by state and local agencies.

Ongoing Investigations and/or Reviews:

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Injuries:

One Buffalo FD fire fighter had a hip issue that they requested a medical evaluation. No slip/falls/occupational work practices were associated with the need for evaluation of this fire fighters condition.

Investigations:

An issue was raised about the potential of asbestos being found in the destroyed house. A site survey including samples being sent for laboratory analysis (results pending) and retrospective review of air sampling was conducted (showing no asbestos). The materials in question will most likely be pink fiberglass insulation that was subjected to intense heat during the fire phase of the plane crash turning it to a white cotton type substance that looks similar to asbestos.

OSHA / PESH Relationships:

A Public Employee Safety and Health (PESH) team was requested by Erie County and has been operating in the area since Friday. Briefings have included messages regarding the need to follow established regulatory authority on safety and health in operational plans and tactics.

3. Information

(State relevant information necessary for the incoming Information Officer to understand and successfully function upon transfer of command. Items to consider include the following):

- Recommend consideration be given to continuing the Public Information function.
- Political considerations: Highly sensitive

4. Liaison

(State relevant information necessary for the incoming IMT to understand and successfully function upon transfer of command. Items to consider include the following):

- The NYS Emergency Management Office (SEMO) Region V staff will continue to provide liaison for the incident.

5. Operations

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(State relevant information necessary for the incoming Operations Section personnel to understand and successfully function upon transfer of command. Items to consider include the following):

- Current strategy and the anticipated probability of success:

Good weather and adequate numbers of qualified responders have provided several tactical successes that allowed us to be at the point where our incident strategy becomes almost entirely one of investigation and environmental remediation. The incident site will be excavated by the airline contractor under the supervision of environmental engineers and PESH. The incident management system will need to continue to monitor and encourage safe operations and provide safety support as necessary or requested at the site until remediation is complete.

The investigation and identification of victims continues to be under the purview of law enforcement and the Medical Examiner. The management strategy will need to include logistical support for the Medical Examiner. Support for families of victims, community residents, and responders will also need to be a strategic element to be monitored and addressed as time passes. The human needs branch containing MMRS, and CISM should be maintained for a reasonable timeframe to address anticipated needs in this area.

- Tactical successes:

Specific tactical milestones accomplished have been:

- o Removal of victims remains from crash site.
- o Almost complete debris removal or containment from site.
- o Successful integration of Federal, State, and Local agencies into one coordinated response
- o The exercising of several components of the Erie County CEMP
- o Testing of the Erie County Mass Fatality plan
- o Testing of the County Health Department Plan and Fire Mutual Aid Plan
- o The ability to integrate specific technical resources not usually associated in mutual aid into the response to this incident, specifically the BFD USAR and BNIA CFR unit.
- o Exercising the D-Lan software to a very high level.
- o Solid cooperation and communication at the administrative level between the Town of Clarence, the County and the state.
- o Consistent and accurate information was provided to the public on a regular scheduled basis by the PIO's. This allowed for operations to take place more effectively.

Tactical barriers:

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- o The flow of information early on from the incident site into County EOC was not adequately provided because confusion was created with the continuation of local on-site facilities as that related to the relocation of command post operations to the county EOC and information pathways at the incident. The change of command responsibility to the county was agreed upon by town authorities and the town remained an active member in the unified command element.
 - o Lack of cooperation from NTSB early on in the incident.
 - o Initial PESH personnel at site failed to recognize this incident as anything but a fixed work site.
- Cooperator responsibilities, accomplishments to date, and future needs:

The imbedding of county personnel in the IMT structure to link the D-Lan information and generally provide local knowledge and contact at the position level was a great asset.

- Specialized equipment on-scene and needs for the future:

At the present there exists two pieces of heavy equipment (crane and fork lift) at the incident site.

D-Mort is working at the Medical Examiners office.

Both the heavy equipment and the D-mort will be able to be released as soon as their specific functions are completed.

- Ground safety considerations and limitations to operations:

Personnel safety was made a top priority early on in this event and was kept a priority throughout, examples include the fact that air monitoring continued throughout this event and multiple safety personnel were functioning at the site any time operations were being conducted.

Concern and consideration for residents and community members affected by this incident was also made and kept a priority that made the incident much safer.

- Cost containment opportunities:

Effort was made to request only necessary resources, all of which can be found in the D-lan report. All requests were vetted by local government prior to execution.

- Supervisory recommendations during transition

N/A

6. Plans

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(State relevant information necessary for the incoming Planning Section personnel to understand and successfully function upon transfer of command. Items to consider include the following):

- The NYS IMT was tasked by Erie County Emergency Services with establishing a Planning Process and Planning Cycle as well as developing an Incident Action Plan (IAP) and Situation Report (ICS Form 209) for each operational period.
- Planning cycle developed:

1. Incident Name		2. Operational Period		DAILY MEETING SCHEDULE
Flight 3407		Feb. 15, 2009 Op Period 4		
3. Meeting Schedule (Commonly-held meetings are included)				
Date/ Time	Meeting Name	Purpose	Attendees	Location
0600	Operations Briefing	Present IAP and assignments to the Supervisors / Leaders for the next Operational Period.	IC, Command & General Staff, Div Sups., Unit Leaders,	Room 112
0830	Command & General Staff Meeting	IC gives direction to Command & General staff including incident objectives and priorities	IC, Command & General Staff	Room 112
1000	Tactics Meeting	Clear attainable objectives matched with resources Draft 215, (RUL)	OSC, PSC, RUL, LSO, SO	Room 114
1430	Pre-Planning Meeting	Prepare for the planning meeting	PSC, OSC, LSC, RUL, SUL & SO	Room 114
1500	Planning Meeting	Review status and finalize strategies and assignments to meet Incident Objectives for the next Operational Period.	IC, Command & General Staff, RUL, & SUL	Room 114
1630	IAP	IAP completed	IC approval	Room 112
4. Prepared by: (Situation Unit Leader) Andrew Dickinson				Date/Time Feb. 14, 2009 -1700 hrs
DAILY MEETING SCHEDULE			ICS 230-CG (Rev.07/04)	

- ICS-209 Reporting arrangements: Complete ICS 209 by the end of the “day” operational period and send to regional SEMO representative.

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- Recommended future staffing for Planning Section: One PSC and a Deputy.
- Status of incident documentation: NYS IMT documentation is located in Room 114

6a. Situation Unit

- Status of mapping capabilities including GIS: NYS IMT provided one GIS Specialist (GISS) to support Erie County Emergency Services. GIS is currently located in the “Inside Drill Tower” at the Erie County EOC.
- Status of Weather Meteorologists & equipment: Weather forecast for the IAP is through NWS Buffalo who has been providing spot forecast for incident site.
- Develop a Situation Report (Sit Rep ICS Form 209) providing a minimum of the:
 - o Current Status
 - o Tomorrow’s Objectives
 - o Problems/Concerns
- Latest copy of the ICS Form 209 is attached.

6b. Resources Unit

- Construct the Incident Action Plan (IAP) by 1900.
- IAP components are needed to the Planning Section by 1630 hours.
- IAP includes the following documents:
 - IAP Cover
 - 202
 - 203
 - 204’s
 - 205 – Adapted for this incident
 - 206
 - Safety Message
 - 209 – Adapted for this incident
- IAP is provided in printed form and electronic file in both MS Word and PDF and archived.
- Core components of the IAP are created for a 24 hour operational period with an addendum (updated 204’s for the night operational period).
- The day Operational Period has been established from 0600 to 1800 coinciding with on-site operations; Night Operational Period is from 1800 – 0600.

6c. Demobilization Unit

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- The Demobilization plan was finalized on February 18, 2009
- Demobilization issues, concerns and opportunities: The most difficult demobilization issue is that incident resources are not assigned to the incident management team and may self-demobilize making it difficult to properly track their status.
- The NYS IMT strongly recommends adopting the formal written demobilization process be followed for all workers and agency personnel assigned to operational or support activities related to the crash of flight 3407.

6d. Documentation Unit

- Status of documentation: Documentation unit is located in the Planning Section (Room 114 in the Erie County EOC); the DOCL position is not currently staffed however the incident files are being maintained by Planning Section staff.
- Duplication of Incident Action Plans, Situation Reports and other documents as requested is being accomplished using photocopiers located in the Erie County EOC.
- An electronic file for incident information will be left with Erie County officials at the EOC. These electronic files contain such products as IAPs. Photographs, Situation Reports (ICS 209), Maps, other types of plans e.g. reoccupation plan, site safety plan, diversion plan, etc. and a Miscellaneous folder.
- The IAP, Sitrep (ICS 209), maps and other documents are converted to PDF format and are stored in an historic incident folder.
- Incident planning products (IAP and ICS 209) are being emailed to SEMO Headquarters in Albany via Disaster Lan (DLAN) and is also being provided electronically to State Fire Administrator and Bureau Chiefs.

6e. Computer Specialist:

- The Computer Specialist position is being handled by the Communications Technicians from the Communications Unit. The COMT's have been able to provide internet access to the IMT.

7. Logistics

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(State relevant information necessary for the incoming Logistics Section personnel to understand and successfully function upon transfer of command. Items to consider include the following):

- Current and future facility locations:
 - Erie County EOC-Unified Command,
 - Health Operations Center HOC-ECMC
- Recommended future staffing for Logistics Section:
 - o LSC(1), DepLSC(1), Support Branch(1), Service Branch(1)
 - o Medical Unit Leader at EOC
- Equipment and supply shortages to meet operational objectives

7a. Facilities

- Clarence Center Volunteer Fire Company

7b. Food Unit

- Erie County EOC
- ECMC-HOC
- Clarence Center Volunteer Fire Company

7c. Ground Support

- Erie County Highway - EOC
- Long Street with a perimeter remains closed
- Temporary parking restrictions has been placed on both sides of Goodrich Road from Clarence Center Road to Pine Breeze Lane and Clarence Center Road from Goodrich Road to Thompson Road.

7d. Supply Unit

- Status of resource ordering:
 - o See DLAN
 - o Logistics Section, Erie County EOC
- Ordering processes county finance approves ordering
- Shortages/excesses of supplies to meet operational objectives
- Use of caches
- Delivery times
- Supply Unit staffing arrangements

7e. Communications

- Status of communications

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- Erie County Emergency Services (attach comm. Plan)

7f. Security

- Erie County Sheriff
- NFTA
- New York State Police

7g. Medical Unit

NOT STAFFED

8. Finance

(State relevant information necessary for the incoming Finance Section personnel to understand and successfully function upon transfer of command. Items to consider include the following):

NOT STAFFED

8a. Cost Unit

NOT STAFFED

8b. Time Unit

NOT STAFFED

8c. Compensation for Claims

NOT STAFFED

8d. Procurement Unit:

NOT STAFFED