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

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Aircraft Emergency Disaster Plan

Off-Site of the Greater Rochester International Airport

A Hazard-Specific Appendix to the

Monroe County Comprehensive Emergency Management Plan

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AIRCRAFT EMERGENCY DISASTER PLAN
Off-Site of the Greater Rochester International Airport

Revision Log

Date	Description of Revision	Date Revised	Date Distributed
6.28.95	Date Approved by the County Executive		3.29.96
5.23.06	911/ECD Protocol Revision	5.23.06	5.23.06 Only to 911
8.29.07	NIMS Review and housekeeping		
6.6.08	County Website Review	6.10.08	August 2008 – County website

INTRODUCTION

A major aircraft disaster presents a scene where wreckage, bodies and survivors can be strewn over a wide area. It can be further complicated by hazardous cargo. If the accident occurs near a school, housing area, or traffic area, the results can be catastrophic.

The purpose of this plan is to formulate a comprehensive action of rescue, medical and firefighting operations to combat the effects of a major air crash disaster that might occur within Monroe County, offsite of the Greater Rochester International Airport.

This plan has been developed and coordinated with the cooperation of law enforcement, the fire service, EMS, Greater Rochester International Airport Officials, County Public Safety and Health Officials, 911/ECD, OEM and FAA, Coast Guard and Air National Guard advisors.

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 air crash, 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 an aircraft disaster offsite of the Greater Rochester International Airport, to render aid to the municipality in which the accident occurred, and to protect the crash scene and preserve evidence for further investigation.

SITUATION AND ASSUMPTIONS

A. Situation

1. Greater Rochester International Airport occupies 1,100± acres in the geographic center of Monroe County. In addition, there are other public and private air strips in the county.

2. The area surrounding the airport and its major flight patterns are vulnerable to possible aircraft crashes on either approach or departure of aircraft from Greater Rochester International Airport. 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 aircraft disaster.

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

4. 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. An airplane crash 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. Rochester FAA Airport Tower personnel may be the first to be alerted to an impending or actual crash through their normal communications network.

4. Depending on the degree of a potential threat of a crash, the Greater Rochester International Airport will activate its own emergency plan, in this case, Alert III (major aircraft involved in an accident on or near airport).

5. Greater Rochester International Airport Firefighting Personnel may provide immediate support in the event of an air crash involving a medium or large aircraft.

6. Depending on the location of the crash and the materials involved, there may be a need to implement other plans in the emergency response, ie. Hazardous Materials, Marine Emergency Plan.

7. An air crash 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 aircraft 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 involving medium and large aircraft. 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 crash 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 another qualified responder. The EMS Branch Director shall appoint Divisions/Groups which shall include triage, treatment, transportation, communication, staging and resources.

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

H. If the air crash disaster involves a military aircraft, the FAA Tower will notify the appropriate military branch. The Military would immediately communicate information regarding hazardous cargo aboard the aircraft. The Military will respond to any crash involving a military aircraft and provide support. The emergency response would follow the guidelines of this plan. In the recovery phase, the Military would secure the area and coordinate with local operations.

I. The National Transportation Safety Board (NTSB) is one of the lead agencies responsible for investigating, determining probable cause, and reporting of all civil aircraft accidents within the United States. The FAA may act on their behalf.

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 air crash 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 as an air crash 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 the FAA Tower at the Greater Rochester International Airport is notified that an aircraft approaching the airport is having difficulty, they will immediately make notifications per the Greater Rochester International Airport/Airport Emergency Plan.

2. In the event of reported air crash off-site of the Greater Rochester International Airport, the 911/ECD Dispatcher will immediately notify agencies based on the information from the caller, and the FAA Tower.

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 based on the size of the aircraft.

4. The Senior Fire Officer of the jurisdiction affected, upon arriving at the scene of the crash, 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 appoint Command Staff as appropriate.

7. Law Enforcement will establish access and traffic control and assist the Medical Examiner in body recovery and identification, if necessary.

8. The first qualified EMS provider at the scene shall assume EMS command and set-up the EMS incident command structure, in accordance with the Mass Casualty Incident (M.C.I.) Plan. The EMS Branch Director shall appoint officers to the EMS incident command system, which shall include triage, treatment, transportation, communication, staging and resource officers.

9. The Incident Commander will instruct emergency response personnel to <u>not</u> move debris associated with the wreckage, ie. cargo, plane 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 all cases involving the movement of a body, personnel moving the body shall make careful note of the location and condition of the body for the Medical Examiner.

11. Greater Rochester International Airport officials, airline officials, the Federal Aviation Administration (FAA), the National Transportation Safety Board (NTSB) and other officials shall contact the EOC established by the Chief Executive. The EOC will be in constant communication with the Command Post.

12. Town department heads, Fire, Law Enforcement, EMS, or their designees will direct the activities of their respective emergency 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. Upon notification of an air disaster, the 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.

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 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 aircraft.

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 for both general and health-related needs.

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.

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.

NOTE:

1. If an incident occurs in the County, outside the City of Rochester, the Sheriff or his designee will be the lead agent and will work in conjunction with other law enforcement agencies as appropriate. The Sheriff or his designee may release law enforcement personnel from a duty post in conjunction with an “ALERT” status at the Greater Rochester International Airport.

2. If an incident occurs in the City of Rochester, the Chief of Police or his designee will be the lead agent and will work in conjunction with other law enforcement agencies as appropriate. The Chief of Police or his designee may release law enforcement personnel from a duty post in conjunction with an "ALERT" status at the Greater Rochester International Airport.

A Public Information Officer will be appointed by the Chief Executive and will operate from the EOC. The news media will assemble at the Joint Information Center (JIC) and when deemed acceptable, be escorted to the scene staging area designated by the Incident Commander.

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 Commander's 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 with and supporting the Incident Commander.

B. Incident Commander (during Emergency Response) is responsible for, but not limited to performing the following functions:

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 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, Marine Emergency Plan.

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

1. Establishing initial Incident Command in accordance with the Incident Command System.

2. Establishing operational control of fire and rescue operations.

3. Conducting evacuation.

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 the Airport Fire Department, and 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. Limiting access of unauthorized persons to the emergency scene.

2. Activating traffic and crowd control systems.

3. Establishing an inner and outer perimeter for the emergency site boundary.

4. Establishing emergency vehicle ingress and egress.

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

6. Maintaining law and order.

7. Assisting with evacuation.

8. Assisting with rescue operations.

9. 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 which will later be examined by a Federal Air Safety Investigator.

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

11. Staffing the Law Enforcement Branch and the EOC. Participating agency representatives will report to the Airport Division, Sheriff's Office.

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

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

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

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

2. Coordinating activities with the Incident Commander and staffing both the Command Post and the EOC (Senior EMS Official and designees).

3. Directing all Triage, Treatment and Transportation activities.

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

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

6. Keeping the Incident Commander informed of all operations.

7. Maintaining all medical supplies and re-supply.

8. Coordinating hospital destination for patients.

9. Communicating and coordinating with the Medical Examiner.

10. Coordinating with Health officials.

11. 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. Coordinating communications with the Command Post.

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 (as necessary).

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 communication 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. Maintaining communication with the Incident Commander.

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

4. 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. Food, clothing, shelter and other 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 FAA/National Transportation Safety Board (NTSB) has federally mandated responsibilities and will:

1. Provide an Investigator-in-Charge (IIC).

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

3. Release the wreckage.

4. Release the remains of victims.

5. Provide the official "Aircraft Accident Report."

6. Provide assistance to the local community as necessary.

O. The Airline/Carrier will:

1. Report to the Greater Rochester International Airport for a briefing on the incident, and

2. Be escorted to the scene from this location.

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

4. Designate a spokesperson to coordinate with the JIC.

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.

EMERGENCY RESPONSE

A. Dispatch/Notification Protocol by 911/ECD

Small Aircraft Emergency
Definition of small aircraft ----> capacity 1 to 10 people

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

Medium Aircraft Emergency
Definition of medium aircraft ---> capacity 11 to 30 people

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

Large Aircraft Emergencies
Definition of large aircraft ---> capacity 31 and more people, and all Cargo and Military aircraft

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

B. Agency Communications

When dispatched, the Public Safety Communications Trailer will respond to the scene to support communication services.

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

SUPPORT

Emergency response operations will be principally by local forces supported by State forces and, as needed, by Military forces. The Federal Aviation 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 aircraft incidents which activate this plan.

SUMMARY

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

GLOSSARY

EOC	Emergency Operations Center
FAA	Federal Aviation 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 civil aircraft accidents within the United States. The FAA is the forward response team for the NTSB and will assume the responsibility of the NTSB prior to their arrival.
OEM	Monroe County Office of Emergency Management
911/ECD	Monroe County's 911 Center/the City of Rochester Emergency Communications Department.