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Description of document: Syllabus and Slides from the National Transportation Safety Board (NTSB) Training Class: "Family Assistance" (TDA301) 2020

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National Transportation Safety Board
Attention: FOIA Requester Service Center, CIO-40
490 L'Enfant Plaza, S.W.
Washington, DC 20594-2000
Fax: (240) 752-6257
[NTSB's FOIA Online Submission Website](#)

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National Transportation Safety Board

Office of the Chief Information Officer

FOIA Office (CIO-40)

Washington, DC 20594



September 30, 2022

Re: National Transportation Safety Board (NTSB)
Freedom of Information Act (FOIA) No. FOIA-2021-00392

This letter responds to your FOIA request for a copy of the agenda/syllabus and presentation slides for the class Family Assistance (TDA301).

The Safety Board located several pages of responsive documents. Enclosed are 202 pages in full.

The NTSB has concluded processing your FOIA request. If you are not satisfied with the response to this request, you have the right to appeal this determination under the FOIA. You may administratively appeal by writing to the NTSB, Attn: Ms. Dana Schulze, Managing Director, 490 L'Enfant Plaza, SW, Washington, D.C. 20594. Your appeal must be postmarked or electronically transmitted within 90 days of the date of the response to your request.

You may contact our FOIA Public Liaison at 202-314-6540, for any further assistance and to discuss any aspect of your request. Additionally, you may contact the Office of Government Information Services (OGIS) at the National Archives and Records Administration (NARA) to inquire about the FOIA mediation services they offer. The contact information for OGIS is as follows: OGIS, NARA, 8601 Adelphi Road-OGIS, College Park, Maryland 20740-6001, e-mail at ogis@nara.gov; telephone at 202-741-5770; toll free at 1-877-684-6448; or facsimile at 202-741-5769.

Sincerely,

A handwritten signature in black ink that reads "Melba D. Moyer".

Melba D. Moyer

FOIA Officer

Office of the Chief Information Officer

National Transportation Safety Board

Enclosure




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Victim Accounting: Overview and Hospital Interface

1

Objectives

- Understand the importance of victim accounting during a mass casualty incident
- Learn about NTSB's role in the victim accounting process
- Understand potential hospital interface in a family assistance operation

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2

What is Victim Accounting?

- To determine the welfare and whereabouts of those involved in an accident

Why discuss Victim Accounting?

- Accounting for victims is typically a prerequisite for:
 - Reunification with concerned family
 - Provision of services and information



3

What is the difference between a closed vs open population?



4

Why is the NTSB concerned with Victim Accounting/Patient Tracking?

- Family reunification
- Passengers and crew from the accident
- Any victims affected on the ground
- NTSB has a legislative requirement to provide information to the families and survivors
- An operator may need to offer services
- For a closed population such as scheduled airline flight, the carrier passenger list contains information vital to the jurisdiction's victim accounting process



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Who is ultimately responsible for victim accounting?

Accounting for all victims (fatal and non-fatal) is the **responsibility of the jurisdiction in which the MCI has occurred:**

- EMA/OEM
- Fire/EMS
- Law Enforcement
- Hospitals
- ESF 8
- ME/C

With assistance from:

- NTSB
- Other state & fed agencies
- Carrier/Operator



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Potential Disposition of Victims

ON SCENE



Uninjured

TO HOSPITAL



Family Assistance

- Fatalities
- Transported to hospitals
- Released on scene

TO ME/C





UNINJURED

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What is the operator's role?

EOC

- Situational awareness
- Manifest



- Uninjured accounting @ PGA or accident site



JFSOC

- Manifest reconciliation
- Victim relocation



- Offer services

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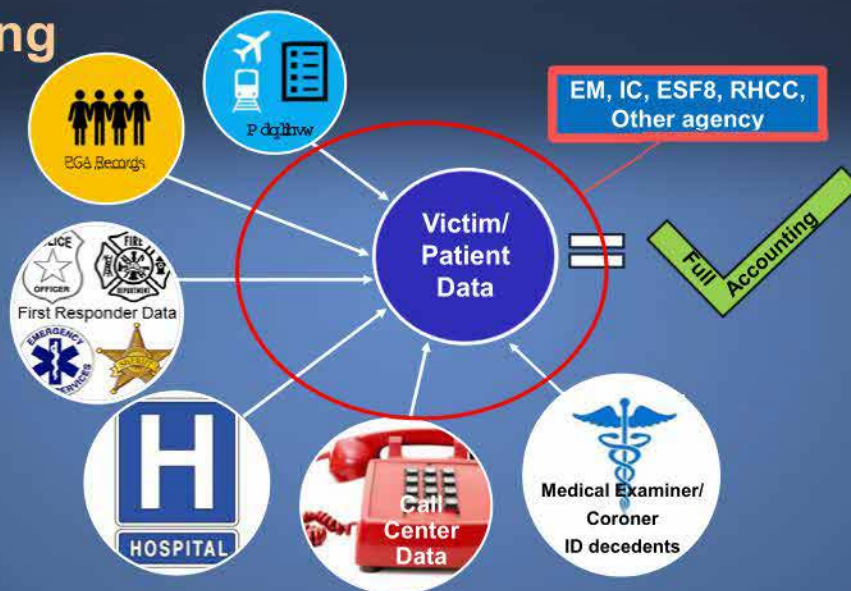
JFSOC (Joint Family Support Operations Center)

- A central meeting location separate from the EOC where participating agency representatives are brought together to monitor, plan, coordinate, and execute a family assistance response operation
- Maximize utilization of all available resources, prevent duplication, ensure access
- Communication and sharing of information
- Critical component of a family assistance operation
- Where victim accounting information should be shared

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Accounting Process



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NTSB Manifest Distribution Guidance

(revised July 2019)

- Supersedes all previous guidance
- Reflects current emergency management approaches for mass casualty incident (MCI) response
- Air carriers are encouraged to contact the NTSB TDA during the preparedness and response phases to discuss any questions or concerns

Legislation requires air carrier to provide to the NTSB & designated organization upon request



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Manifest Distribution Guidance: Air Carrier Considerations

- Ensure corporate and local (station) emergency response plans include procedures to vet requests from the response community to include the airport
- Train local carrier station personnel in the process
- Participate in Mass Casualty Incident (MCI) response planning efforts within geographic areas of operation to develop an understanding of the overarching response and the victim accounting process



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Manifest Distribution Guidance: Response Community Considerations

- Identify a coordinating agency for the victim accounting operation that will request information from the air carrier on their manifest
 - All additional local and state requests for the manifest should be directed to that agency
- Understand that information on a flight manifest is sensitive
 - Establish appropriate document control and safeguards
- Be prepared to address questions from the air carrier regarding the role of the requesting agency in the victim accounting process
- Share information about the whereabouts and welfare of victims with the air carrier



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Patient Tracking Examples

WASHINGTON STATE DISASTER TAG
DO NOT REMOVE

PATIENT NUMBER: [Barcode]

NAME: [Text]
ADDRESS: [Text]
CITY: [Text] STATE: [Text] PHONE: [Text]

EMERGENCY CONTACT: [Text]

EMERGENCY: [Text]

SYMPTOMS: [Text]

COMMENTS: [Text]

PERFORMER: [Text] ASSIGNED: [Text] DESTINATION: [Text]

STATUS: [Red] [Yellow] [Green] [Black]

- May start with EMS - triage tag
- Info is often scanned into a web-based system
- Different agencies have access to system
- Info verified at hospital
- Hospital may have to manually update system
- ME/C may be integrated



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Patient Tracking Challenges

- Many use online system with back-up pen and paper
- Can be a delay in getting info entered at the hospital level – patient care is priority
- Easier when there is a list of names to start – closed population
- Multiple agencies are part of the process, more chance for errors in data
- Every jurisdiction is different



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Hospital Interface



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Hospital Considerations

- How to access patients and families without violating privacy or security policies
- Does hospital have a plan for family assistance?
- Hospital linkage with local response community
 - Awareness of broader family assistance response
 - Information sharing
- How is the hospital integrated with patient tracking in their jurisdiction?



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HIPAA and Disasters: What Emergency Professionals Need to Know

Updated September 11, 2017

Disasters and emergencies can strike at anytime with little or no warning and the local healthcare system in the midst of an emergency response can be rapidly inundated with patients, worried family and friends looking for their loved ones, and media organizations requesting patient information. Knowing what information can be released, to whom, and under what circumstances, is critical for healthcare facilities in disaster response. This guide is designed to answer frequently asked questions regarding the release of information about patients following an incident.

NOTE: This guide does NOT replace the advice of your facility Privacy Officer and/or legal counsel who should be involved in planning for information release prior to an event, developing policy before a disaster that guides staff actions during a disaster, and during an emergency when contemplating disclosures.

This guide does address what information can be disclosed and under what circumstances. Covered entities can disclose needed patients' protected health information (PHI) without individual authorization:

- If necessary to treat the patient or a different patient or if the information would help treat a different patient.
- To a public health authority, as outlined below.
- At the direction of a public health authority, to a foreign agency acting in collaboration with the public health authority.
- To persons at risk of contracting or spreading a disease or condition (if authorized by other law).
- With certain people involved with patient's care/responsible for the patient.
- When there is imminent threat to public health/safety.

What is HIPAA and the Privacy Rule?

The Health Insurance Portability and Accountability Act (HIPAA) of 1996 and its implementing regulations, the HIPAA Privacy, Security, and Breach Notification Rules, protect the privacy and security of patients' PHI, but is balanced to ensure that

Covered entities:

- Health plans
- Healthcare clearinghouses
- Healthcare providers (e.g. hospitals, clinics, pharmacies, nursing homes) who conduct one or more covered healthcare transactions electronically.

Business associates:

- Persons or entities that perform functions or activities on behalf of, or provide certain services to, a covered entity that involve creating, receiving, maintaining, or transmitting PHI.
- Subcontractors that create, receive, maintain, or transmit PHI on behalf of another business associate.

Health Insurance Portability and Accountability Act HIPAA



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HIPAA

- HIPAA Restricts release of protected health information by covered entities
- NTSB regulations permit staff to obtain medical records for an NTSB investigation.

49 C.F.R. § 831.9.
- HIPAA authorizes a health care provider to disclose protected health information
 - to a public health authority, without the patient's written authorization or opportunity to agree or object
 - for purposes of controlling disease, injury, or disability

45 C.F.R. § 164.512(b)(i)(1)



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HIPAA (cont.)

- Per DHHS, NTSB is a public health authority for purposes of HIPAA.

See 64 Fed. Reg. 59918, 59956 (Nov. 3, 1999).
- NTSB will provide letter to hospitals explaining authority and outlining specific request
 - Will subpoena records and lab draws if necessary, but seek to avoid the subpoena process



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Family Assistance Interface

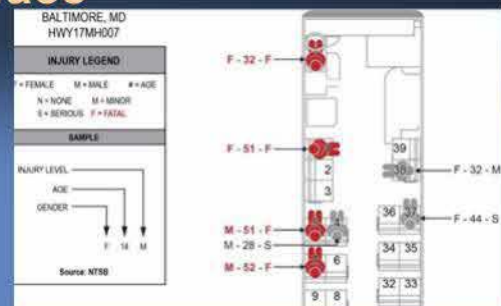
- Offer services and information to those affected
- Services and information at FAC location should also be offered to families at the hospital
- How can larger family assistance operation support hospital's family assistance efforts?



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NTSB Investigative Interface

- Conduct interviews with surviving passengers and crew
- Obtain medical records
- Secure and coordinate shipment of blood and urine samples for toxicological analysis
- Crew personal effects



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Significant Victim Accounting Challenges

- Open population MCIs
- Unidentified victims
- Proximity of family members to accident location
- Rapid dispersion of victims
- Social and traditional media
- No central coordinating agency collecting data
- Misconceptions regarding sharing of information



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Case Examples

- Healthcare coalition – DuPont, WA Amtrak rail accident
- Law enforcement – Loxley, AL bus accident; Branson, MO duck boat accident; Windsor Locks, CT, B-17 aviation accident
- Hospital completes data input – Dallas, TX plan



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Victim Accounting:

Medicolegal Aspects of Family Assistance Operations

1

What does the term
“medicolegal operations”
mean?



2

Why is it important for those of us that are not forensic scientists to know about medicolegal operations?



3

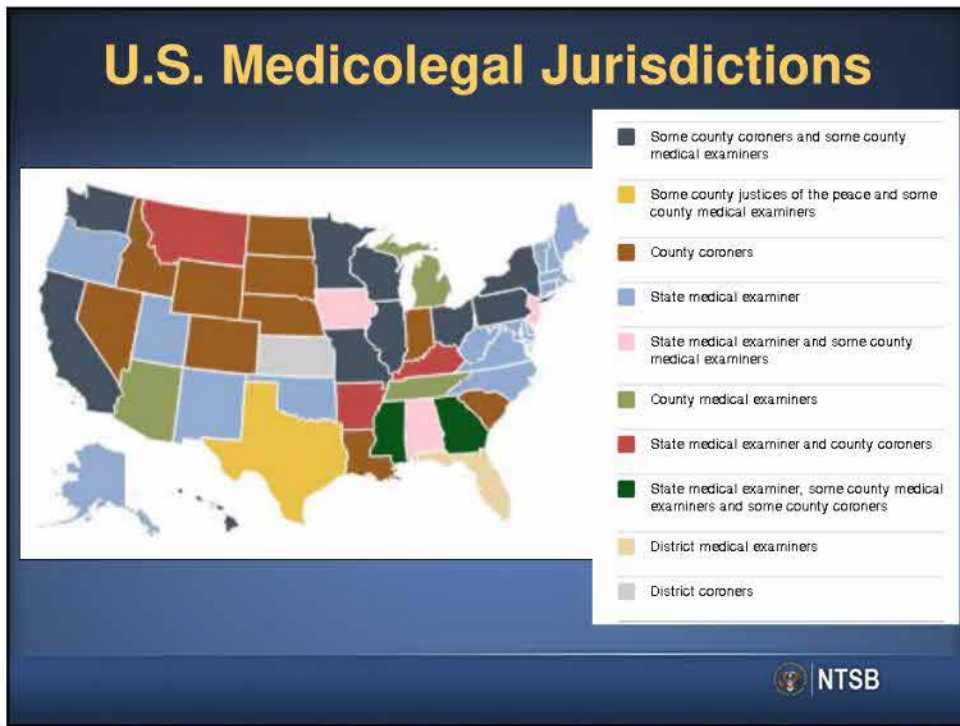
Primary Objectives of a Mass Fatality Medicolegal Operation

- Investigate, recover and examine decedents in a dignified and respectful manner
- Accurately determine cause and manner of death
- Perform accurate and efficient identification of victims
- Provide for the rapid return of victims to their legal next of kin if possible
- Exchange factual and timely information with families in a compassionate manner

Medical Examiner/Coroner Responsibility



4



5.



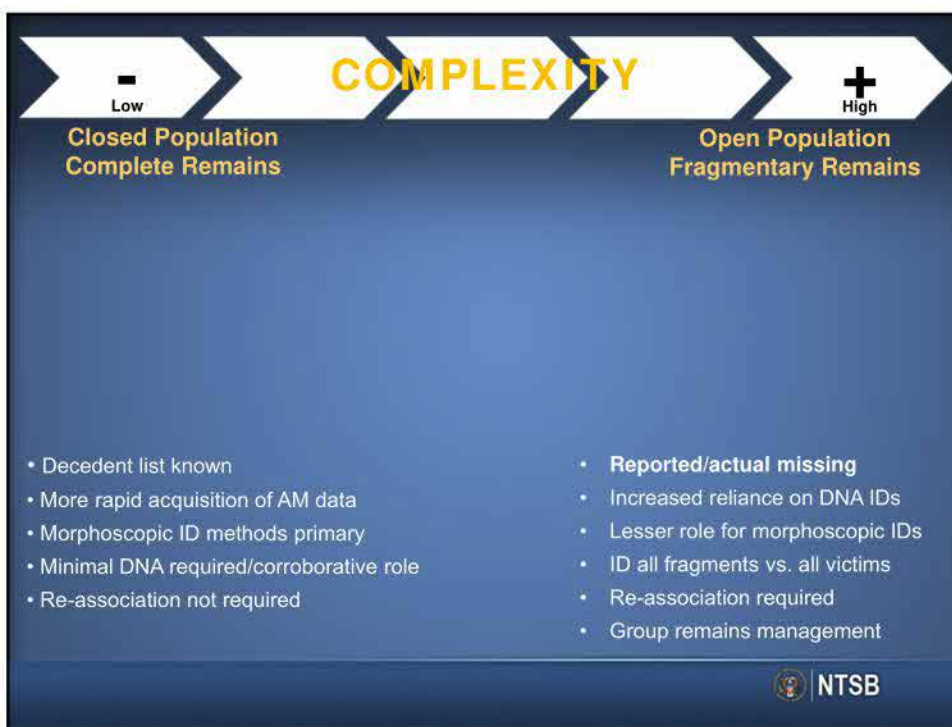
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Factors Influencing Operational Complexity

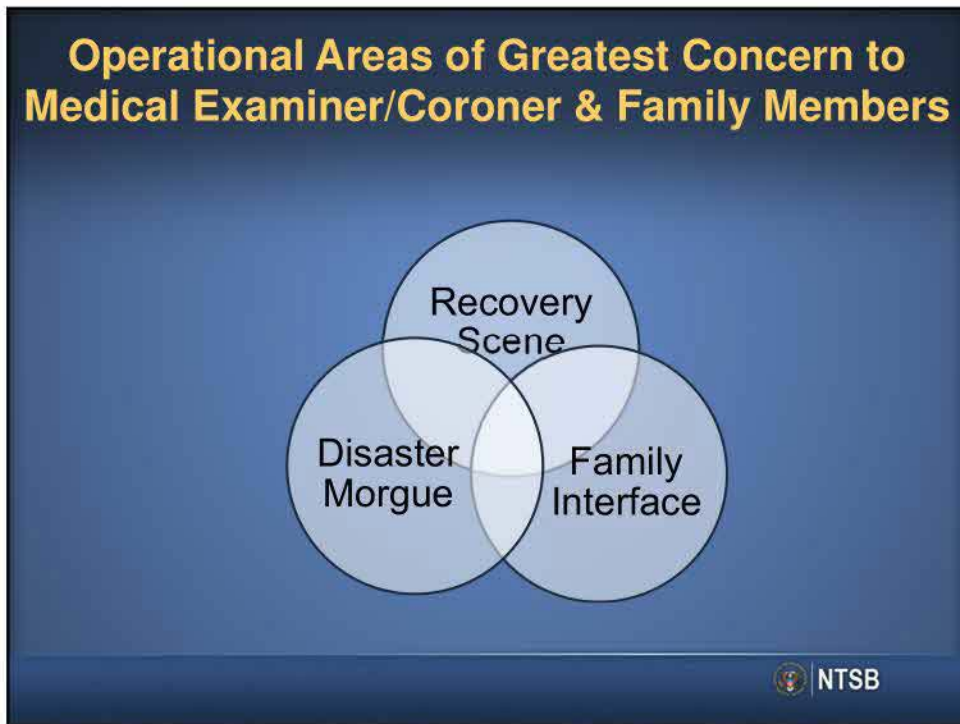
- Open or closed victim population
- Number of fatalities
- Condition of remains
- Antemortem data
 - Types, availability, accuracy
- Search/recovery challenges
- Identification focus: victims or remains
- Role of DNA: ID and/or re-association
- Concerns/expectations of society and NOK



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Scene Operations

Search, Detection, and Recovery

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General Principles

- **Responsibility of presiding medical examiner/ coroner jurisdiction**
 - If possible, coordinate with the NTSB prior to the recovery of fatally-injured victims.
- Recovery is a destructive process
- Documentation is essential
 - *In situ* position of human remains
 - Use of restraint systems
 - Manipulation of wreckage during recovery (accidental/intentional)
- Proper S&R facilitates victim ID by mitigating:
 - Additional commingling
 - Destruction of evidence



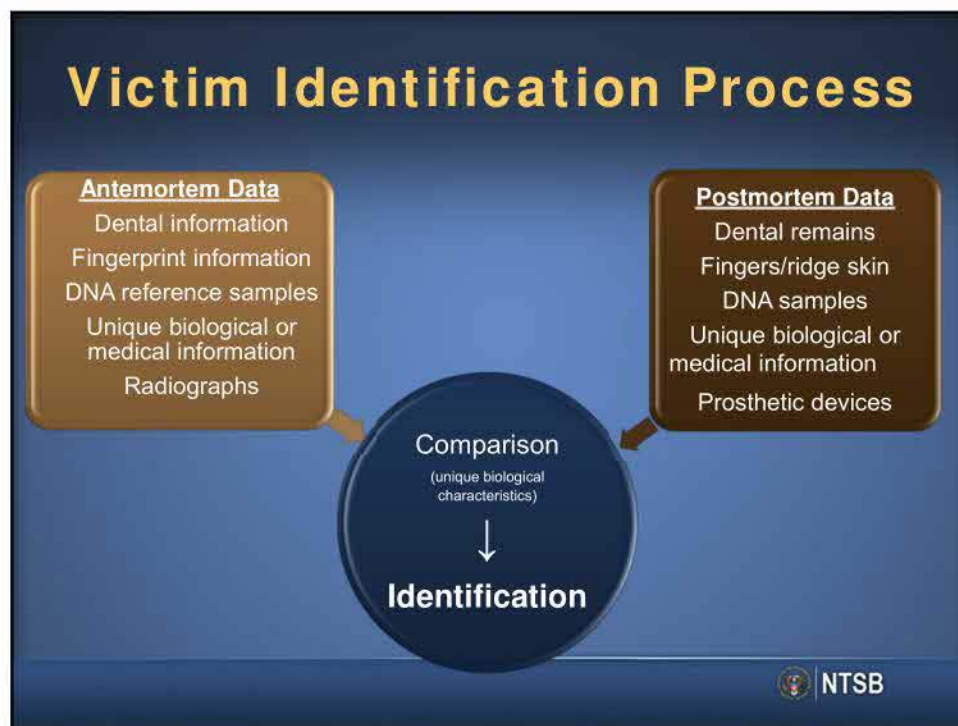
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The Disaster Morgue

Victim Identification



12



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Interfacing with Family Members

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The Medicolegal Role

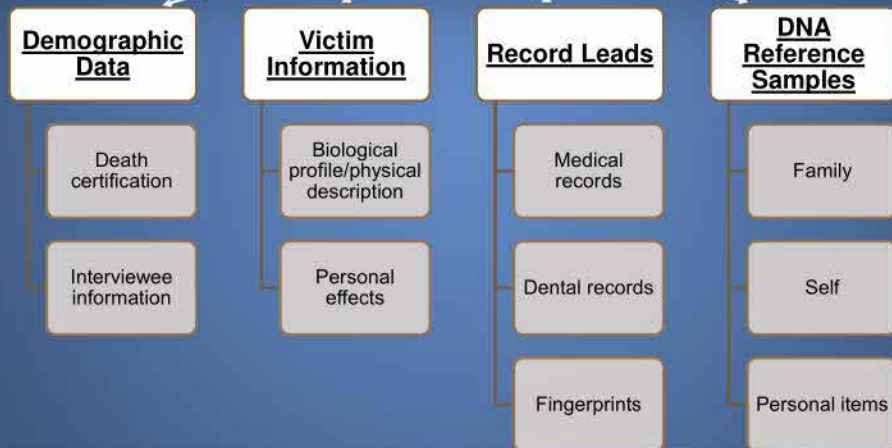
- Initial Notification of Accident Involving Deaths
- Antemortem Data Collection
 - Interviews with family members
- Victim Recovery & Identification Briefings
 - Establish realistic expectations
 - Dispel misconceptions (whole body concept, autopsy, etc)
- Notification of Identifications
- Process Close-Out
 - Final disposition paperwork
 - Additional remains notifications
 - Group remains management



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Antemortem Data

Family Interview



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Interview Preparation

This is **not** a form. And it would only be used in **all fatal** accidents.

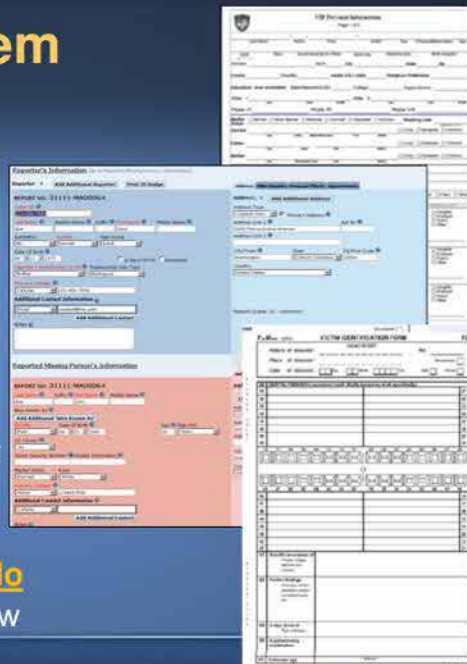
- Inform families of data that will be collected during the interview...
 - Dentist's Contact Information
 - Physician's Contact Information
 - Military Branch & Service Dates
 - Employment Contacts (i.e., fingerprints)
 - DNA Reference Samples (direct & family)



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The Antemortem Interview

- DMORT VIP
 - 8 page paper format
- UVIS
 - Electronic format
- INTERPOL DVI PlassData
 - 18 page paper format
- 2-3 hrs to complete interview
- Air/Rail Carrier Family Assistance Team Members **do not** participate in the interview



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Variables Influencing Antemortem Data Collection

- Population impacted
 - Religious
 - Socioeconomic
 - Defined groups
 - Local vs. international
 - Open vs. closed
- Availability
- Accuracy



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Notification and Release

- Who should be notified?
- Straight forward with whole bodies
- Fragmentary remains pose a challenge:
 - Inform next of kin of the potential for group remains and the explain the re-association process
 - Group remains management

When and how often to notify of ID?

Initially

Each time a fragment is identified

End of ID process

Never

Family wishes vs. medical examiner/coroner responsibility



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Release of Remains

- Legal NOK selects Funeral Home (FH) or Crematorium to make arrangements for release
- NOK will need to sign **Release Form** giving ME/C permission to release remains to FH
 - FH will contact ME/C to coordinate
- **Burial Transit Permit** typically required for:
 - Shipping remains out of state & possibly within state
 - Cremation (may also require **Cremation Authorization**)
 - Coordinated by FH and signed by ME/C
 - Transparent to NOK
- **Autopsy Report**
 - Availability varies → legal NOK in VA, public record in MD
 - May have associated cost
- **Death Certificate** issued by Dept. of Health – Vital Records/Vital Stats



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Family Member Concerns

- How is the search and recovery of my family member progressing?
- What is the condition of my family member's remains?
 - **Whole body vs. other states of remains**
- When can we see the remains?
- How will you identify my family member?
 - **Methods (esp. DNA)**
 - **Length of time**
- Why are you asking for dental, medical, and other types of records?
 - **Antemortem data collection**
- Who will make the final decisions about:
 - **Receipt of information on the identification?**
 - **What happens to group/unidentified tissues?**
 - **The release and final disposition of remains?**



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What does all of this mean to you...?

- Medical Examiner/Coroner responsibility
- **Victim recovery** and **identification** is a **critical task**
 - Legal
 - Humanitarian/religious
- The **process is complex** and **takes time**
 - Response can involve local, state, and federal assets
 - NTSB coordinates response
- The process **involves many disciplines**
- **Family members** have a **key role** in the process
- **A primary objective is to keep families informed of the facts**



23



Questions?



24




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Family Assistance Services and Operations

1

Objectives

- Learn about services and facilities offered during family assistance center operations and considerations in planning
- Role of the American Red Cross in legislated accidents as the designated organization for emotional, spiritual and psychological care.

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2

Logistics Information

Family Assistance Services

Support



3

Logistics

- Registration
- Greeters & liaisons
- Security
- Lodging & Transportation
- Financial Assistance
- Legal Aid
- Funeral Assistance
- Communications & Technology
- Language & Translation
- Access & Functional Needs



4

Information

- Investigative
- Reunification Efforts
- Personal Effects
- Services
- Consulates (Foreign Citizens)
- Primary Point of Contacts



NTSB LAUNCHES EL FARO SINKING INVESTIGATION 8:11 11-03

Investigative Updates
El Faro Cargo Ship



Alaska Medical Examiner
Multiple



Missing Persons Reports
Amtrak 188



Family Briefing
Comair 5191



5

Aviation Accident Investigations

Helping Children

Taking Care of Yourself and Others After a Disaster

Disaster Distress Helpline

PHONE: 1-800-985-5990
TEXT: "TalkWithUs" to 66746
WEB: <http://disasterdistress.samhsa.gov>

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Support

- Family Care
- Mental Health
- Spiritual Care
- Health & Medical



Mental health, child, & health services room & service area
—Asiana Airlines 214



Spiritual Care

TSB

7

Considerations in Support Services

- Activation & availability
- In-house vs. external organizations
- Associated with vetted organization(s)
- Qualifications requiring appropriate training (i.e. PFA, child development/trauma)
- Use of appropriate interventions
- Trauma- / Grief-informed care
- JFSOC integration & oversight
- Include in training & exercises

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NTSB Legislation Designated Organization

49 USC §1136 and §1139

“...designate an independent nonprofit organization, with experience in disasters and post trauma communication with families, which shall have primary responsibility for coordinating the emotional care and support of the families of passengers involved in the accident”

Support services that promote emotional, psychological, spiritual, and social well-being.



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NTSB's Designated Organization: American Red Cross (ARC)



10

Support Services Management

- Vetting, coordination and integration of support services
 - Numerous organizations responding
 - Efforts across operation, across country
 - Spontaneous unaffiliated volunteers
 - Donations
- Ensure staffing is appropriate and adequate
- Prevent duplication of services and identify gaps
- Ensure access to support services at remote locations in addition to a family assistance center, if established
- On-site representatives/decision-makers



11

Mental Health Services

- Access to immediate support
 - On-scene, remote locations (i.e. hospitals), & when families return home
- Provide referral process to professional mental health services (e.g. clinicians, grief support groups)
- Provided by vetted, qualified and trained professionals
 - Disaster Relief Organizations ([i.e. American Red Cross Disaster Mental Health; VOAD](#))
 - Local Jurisdiction
 - Mutual Aid Agreements



12

Spiritual Care

- Access to immediate support
 - On-scene & remote locations (i.e. hospitals) & when families return home
- Provide support for specific requests
 - Rituals, specific religious denomination
- Provided by vetted, qualified and trained professionals
 - Disaster Relief Organizations (i.e. American Red Cross Disaster Spiritual Care)
 - Local jurisdiction/Chaplaincy
 - Mutual Aid Agreements



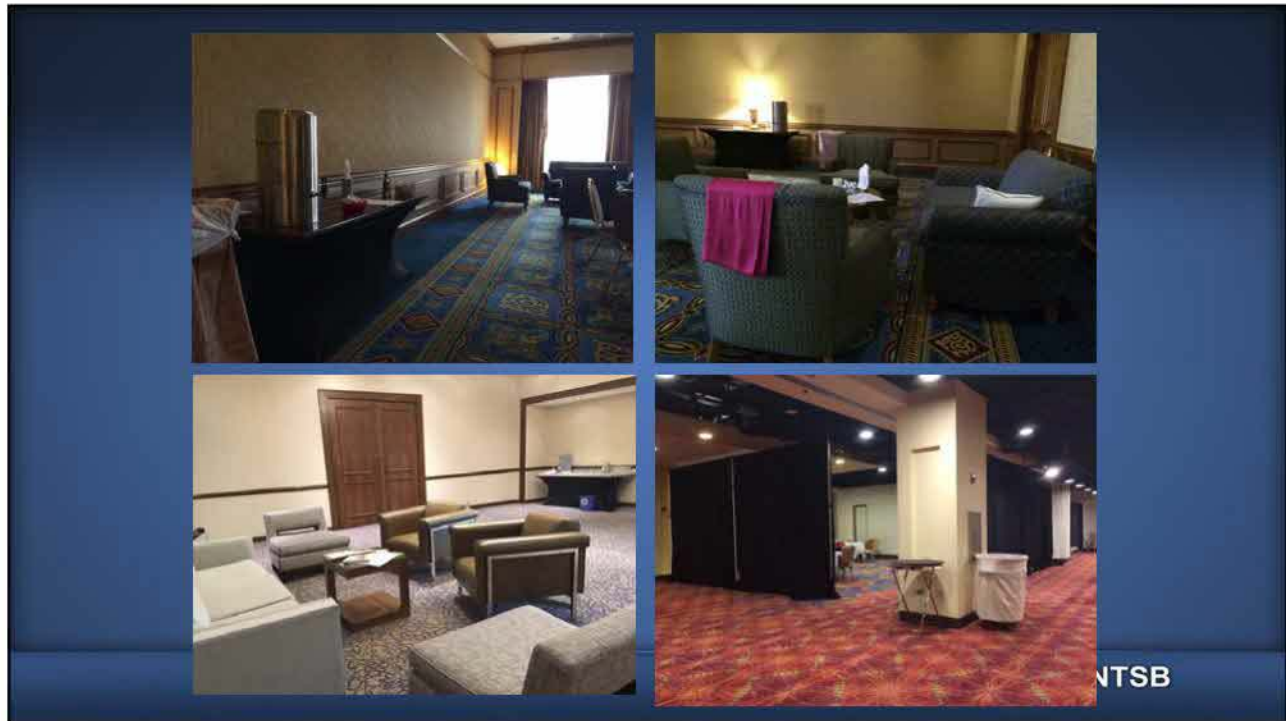
13

Private Place to Grieve

- Establish a place for families to grieve in family assistance center
- Ensure privacy & safety, away from the chaos
- Support individual mourning
 - Available whenever they want, for as long as they need while center operations are on-going
- Important after traumatic event or loss
 - Rituals
 - Memorials
 - Low-stress environment
 - Safety



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Respite Care for Families with Minors

- Coordinate on-site care (i.e. family assistance center)
- Ensure vetted, trained staff:
 - Understanding of vulnerable populations and development
 - All ages of minors
 - Appropriate interventions for vulnerable populations
 - Trauma-informed care
- Preestablished partnerships
- Respite care vs daycare

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People with Access and Functional Needs and Cultural Diversity

- Provide guidance to ensure access to services, information and resources
 - Coordinate additional support
 - Anticipate needed supplies, services, or accommodations (e.g. dietary, religious, access)
- Continued advocacy, identify risk or vulnerabilities
- Coordination with NTSB, Carriers, and other stakeholders

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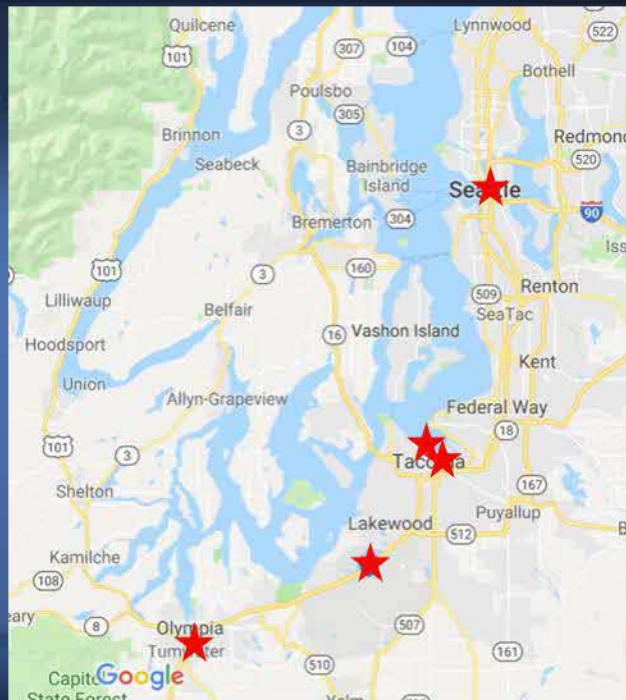
Medical Treatment Facility Liaison or Team

- Once accounted for/located, monitor status of injured survivor and ensure families and survivors at hospitals stay informed of services and information
 - Remote hospital support operations
 - Consistency, force-multiplier for hospital support services/response, prevent duplication of services
- Coordinated approach with JFSOC representatives



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Hospital Locations Amtrak Train 501 December 18, 2017 DuPont, WA



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Considerations in Planning

- Management vs staffing needs
 - Funding
 - Activation and duration
 - Remote location(s) access
 - Accessibility (i.e. local, national?)
-
- Supporting your staff & volunteers!

21



Questions?

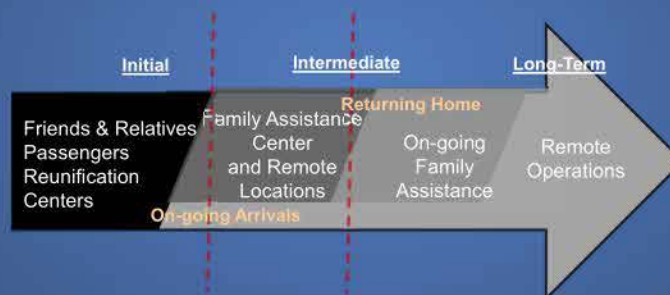
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Family Assistance Operations: Initial & Intermediate Phases



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Family Assistance Concept of Operations



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Initial Phase

Friends and Relatives
Center

Passenger Gathering
Area

Reunification Center

- Initial response and activation, starts at local level
- Addresses gap between the accident and establishing a Family Assistance Center



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Friends and Relatives Center

- Secure, short-term gathering location for friends and relatives looking for loved ones
 - Minimum 6-24 hours
- Provides basic needs, support services, and information
- Transitions to Family Assistance Center, on-going operations
- Collect information (e.g. victim accounting, reunification)
- Remote or satellite locations



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Passenger Gathering Area

- Secure gathering location accessible to accident site for uninjured survivors not transported to hospitals
- On-going injury assessment, secondary triage
- Provides basic needs, support services, and information
- Collect information (e.g. victim accounting, reunification)



Reunification Center

- Reconnect survivors with family and friends
- Secure, private location and away from other centers, media, and general public
- Privacy and respect

Facilities – Considerations

- Availability
- Accessibility
 - Physical
 - Airside/Landside
 - Off-site/On-site
 - Functional Needs
- Exposure



Collecting Information

- Registration
- Tracking
- Victim accounting
- Reunification efforts
- Transition to FAC



Planning and Coordination: Who needs to be involved?

- Airport representatives
- Air Carrier representatives
- Support Services
 - Humanitarian relief organizations/staff
- Law Enforcement
- Emergency Medical Services
- Others?



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What they all have in common...

- Multi-agency/interagency operations
 - Starts at the local level
- Immediate activation needed
- Temporary, secure gathering locations for:
 1. Family, friends and loved ones arriving immediately
 2. Passengers not transported to hospitals
 3. Reunification between passenger and family, friends, & loved ones
- Offers protection and privacy from the media and onlookers
- Basic support and services
 - Security, meals and beverages, rooms for privacy
- Access to Information



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How will you provide
information?



33

Who has information to provide?

- Airport or station?
- Carrier?
- Support Services?
- Others?



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Information Updates

- Updates provided through regularly scheduled briefings
 - Creates a structured way to provide information
 - Establishes a routine – set time for briefings
- Introduce additional agencies
- Set realistic expectations and provides transparency
- Address concerns and answer questions
 - Combat rumor mill
 - Fundamental Concerns
- Coordinate with briefers in advance as much as practicable



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Considerations in closing the FRC

- When Family Assistance Center is ready to receive
 - Downsize to a transition room
- When the last family arrives
- Best judgment
 - Remember the FRC is temporary
 - Impact on operations
 - Resume normal operations



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Transition to the FAC

- Organized transition
 - All family assistance stakeholders involved
 - Coordinated with FRC/PGA demobilization
 - Information sharing
- Explain that the FRC is temporary
- Provide incentive and reasons for transition
 - More privacy, security, accessibility, additional services, information available, more space available at FAC



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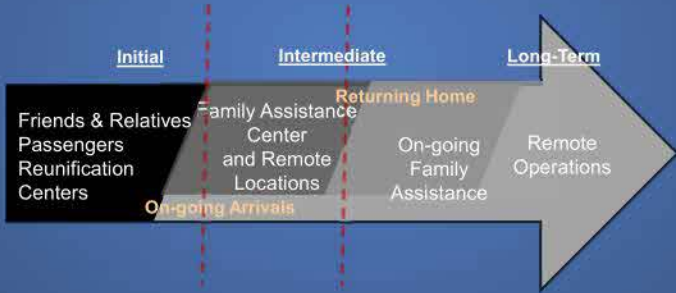


Questions?




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Family Assistance Concept of Operations



The diagram illustrates the Family Assistance Concept of Operations as a continuous process over time, divided into three phases: Initial, Intermediate, and Long-Term. The process is represented by a large arrow pointing right, with specific activities listed within each phase. Vertical dashed lines separate the phases.

Initial	Intermediate	Long-Term
Friends & Relatives Passengers Reunification Centers	Family Assistance Center and Remote Locations	Returning Home On-going Family Assistance Remote Operations



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Intermediate Phase

Family Assistance Center



Joint Family Support
Operations Center

- After immediate response phase, addresses longer-term family assistance operation and planning
 - Transition from FRC/PGA/RC
- Additional resources and information become available
- Addresses on-going safety, security and needs of those involved

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Family Assistance Center (FAC)

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Federal Family Assistance Legislation

Carrier

- "...a plan for **addressing the needs** of the families of passengers ..."
- "...will assist the family of a passenger in **traveling to the location** of the accident and provide for the physical care..."
- "...will commit **sufficient resources** to carry out the plan..."

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- "...designate an independent nonprofit organization...which shall have primary responsibility for coordinating the **emotional care and support of the families...**"
- "...families are **briefed about the accident...**"

*Federal legislation does not explicitly reference a family assistance center



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NTSB Federal Family Assistance Plan for Aviation Disasters

"The Family Assistance Center (FAC) is the focus of services for family members when they travel to the accident location. FACs are designed to meet the immediate and short-term needs of family members: safety, security, physiological needs (food, sleep), information (about the victim recovery and identification process, and the investigation), and crisis/grief counseling. In addition, family members may be interviewed to gather antemortem information about the victims and to submit DNA samples to facilitate victim identification..."



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5

San Francisco, CA
Asiana Airlines 214
Family Assistance Center



Crowne Plaza
Hotel

Philadelphia, PA
Amtrak 188
Family Assistance Center



Marriott Conference
Center



45

Orland, CA
Motorcoach Highway Accident
Family Assistance Center



Veterans
Memorial Hall

Lockhart, TX
Hot Air Balloon Accident
Family Assistance Center



Church Banquet
Hall



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Lerado, CA
Motorcoach Highway Accident
Family Assistance Center

Jacksonville, FL
Freight Vessel Sinking
Family Assistance Centers



Scout Facility



Hotel Conference Rooms



Union Hall

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FAC Planning Considerations

- Joint Family Support Operations Center
- Family Briefing Room
- Registration/Badging Area
- Service Area
- Services Private Rooms
 - Mental Health
 - Spiritual Care
 - Quiet Room
 - Child Care
 - Health/Medical
- Security
- Medicolegal
 - Antemortem interviews
 - Death notifications
- Basic Needs
 - Meals and refreshments
 - Restrooms
- Staffing Areas
 - Operations Rooms
 - Respite/Break
- Comms/Technology
- Extra rooms/space

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Joint Family Support Operations Center (JFSOC)



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Purpose of a JFSOC


- A central **meeting** location separate from an EOC where participating agency representatives are brought together to monitor, plan, coordinate, and execute a family assistance response operation
- Maximize utilization of all available resources, prevent duplication, ensure access at FAC and remote locations
- Communication and sharing of information
- Critical component of a family assistance operation



50

JFSOC Objectives

- Coordinate family assistance operation**
 - Define overarching goals
 - Define operational period objectives
 - Determine frequency of and prepare for family briefings
 - Troubleshoot issues and identify resolutions
 - Develop exit strategy
- Unified Command / Interagency Coordination**
 - Authorities and responsibilities remain intact while working towards common goal
 - Ensure communication between agencies
 - Identify needs, gaps, and duplication of services
 - Identify appropriate agencies to provide services
 - Coordinate and manage resource requests
- Monitor on-going family support activities**
- Daily status reports from participating agencies**

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Logistics

- Security
- Lodging & transportation
- Financial & Legal Aid
- Communication
- Registration
- Meals & Beverages
- Special Assistance Teams

FAC Services

<h4>Information</h4> <ul style="list-style-type: none"> • Investigative • Medicolegal • Missing • Briefings 	<h4>Support</h4> <ul style="list-style-type: none"> • Mental health • Spiritual care • Health/medical • Family care
---	---

 **NTSB**

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Participating Agencies

- **NTSB TDA**
 - Investigative agency
- **American Red Cross**
- **Carrier**
 - Underwriter
 - Vendors
- Local and/or state Office of Emergency Management
- Medical Examiner
- Hospital, public health, ESF 8
- Non-profit disaster relief organizations (if necessary)
- Local and/or state law enforcement
- Department of State (if necessary)
- FBI (if necessary)
- FEMA (if necessary)
- Private sector entities (if necessary)
- Other local, state, or federal (if necessary)
- Airport?

Agency decision makers with authority to meet requests.



53



Questions?



54

Foundations of Successful Family Member Communication



1

Module Objectives

- Learn the key components of successful communication with family members
- Understand the communications tools, strategies and timelines used by the NTSB TDA
- Understand the purpose of family briefings and the importance during a family assistance operation
- Identify briefing participants and attendees
- Key considerations
- Basic family briefing agendas



2

Key Considerations



- Information management
- Transparency
- Equitability
- Contextual information
- Timely notification
- Confidentiality
- Access to technology

3

Perspective Taking

How do they see the situation?

What is their experience?

- Assumptions
- Experience
- Priorities
- Needs

How would you want to be treated?



4

Setting Professional Boundaries

Definition: The limits we set for ourselves within a relationship

- Establish clear physical, intellectual, emotional, and time boundaries
- Know & explain your role
- Evaluate personal disclosures
- Avoid spending excessive time & resources
- Avoid altruistic gestures
- Set realistic expectations
- Embrace this as Self Care



5

What Expectations Do You Set?

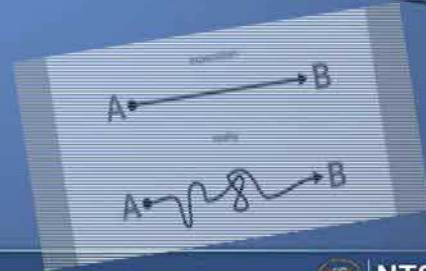
- Your role
- Organization's role
- Access to you
- Confidentiality
- Available services/ resources
- Limits to service
- Frequency of communications
- On-scene vs. post on-scene



6

Set Realistic Expectations

- The problem of positive thinking
- Be clear & concrete
- Do not sugar coat
- Set the terms and follow them
- Correct misconceptions early



7

Anticipate Diversity

- Age/Development
- Race/Ethnicity/Culture
- Language
- Socioeconomic status
- Gender identity/Sexual orientation
- Education/Background
- Spirituality/Religion
- Access and functional needs



8

Phrases to Avoid

“At least ...” statements

“Time heals...”

“You have to be strong...”

“It could have been worse...”

“It is God’s will...”

“Everything happens for a reason”

“I know how you feel”

“I know what you are going through...”

“God never gives us more than we can handle...”

“This will help you get closure...”

“The body is just a shell...”

“Everything will be okay...”



9

What information do they need?

Information needs vary by:



- Affected population
- Temporal proximity to the accident
- Phase of the response

Key stakeholders should consider information sharing plan:


Who, what, where, when and how



10

Who has what information?


NTSB	Carrier	American Red Cross	Local Jurisdiction
<ul style="list-style-type: none"> Initial accident information Role of the NTSB Purpose of the investigation Role of Federal Partners Investigative process/timeline Communications plan Point of contact 	<ul style="list-style-type: none"> Passenger list/manifest Basic flight information Contact information Carrier response status and updates Available support & resources Personal effects 	<ul style="list-style-type: none"> Roles of the NTSB, Red Cross and Carrier Mental health Spiritual care Respite care Memorial service Volunteer management 	<ul style="list-style-type: none"> Basic Accident information Life safety information Agencies involved in the response Key facility locations Resources and services Interruptions to services

 NTSB

11

Things to Consider

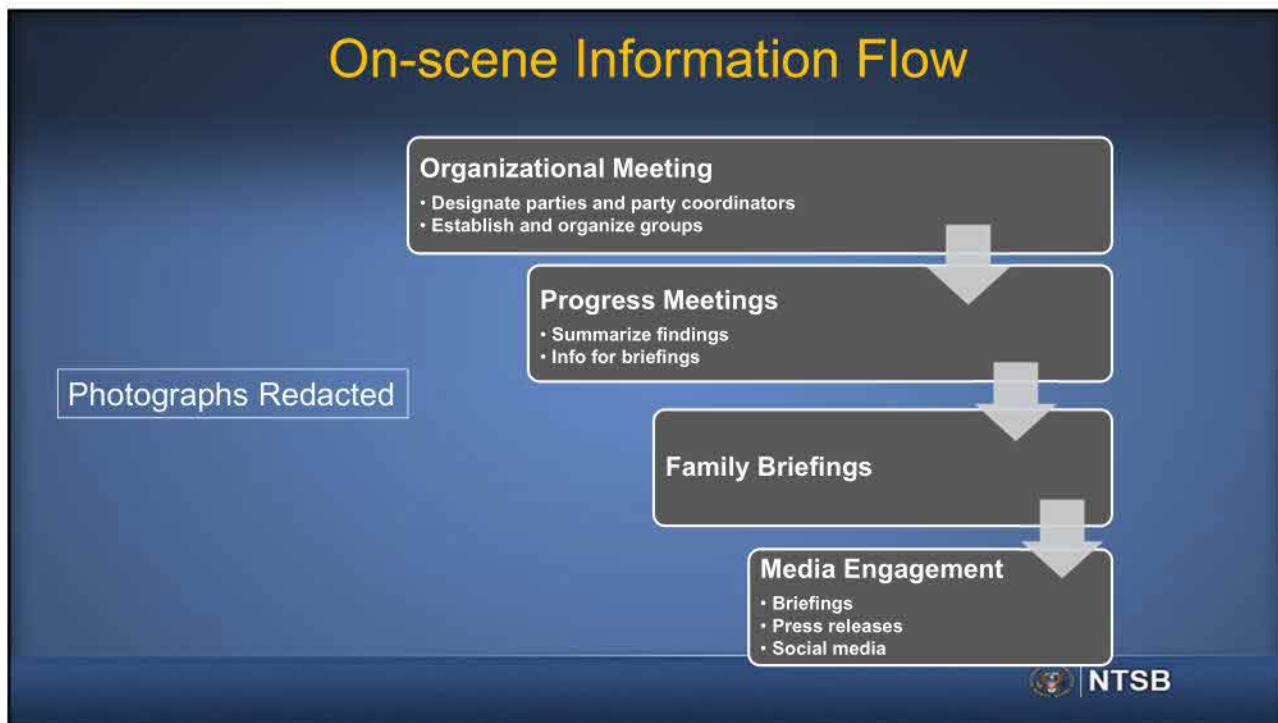
- How do informational needs vary?
- What is the role of your agency in the response?
- What information, resources or services will you be providing?
- How will information be shared with:
 - Passengers? Family members? Other customers?
 - General public? Media? Your own team?
- What forms of communication will be utilized?
- What other agencies/organizations will be included?
- Who will provide informational updates?

 NTSB

12



13



14

Early Push of Information

Photograph Redacted

- “Plant the Flag” media briefing
- “Plant the Flag” tweet
- Website
- Social media updates
- Initial press release



15

TDA Communications



In person

- FRC/FAC/Hospital
- Investigative interview
- Family Briefing



Telephonic

- Toll-free number
- Initial outreach (if not in person)
- Conference bridge
- Ongoing case management



Written

- Brochures
- Information sheets
- Email introduction & investigative updates
- Mailed letters



Digital

- SMS notifications
- Video conferencing
- Website Links / Social Media



16

Post Scene Information Releases

- Investigative updates
- Report releases
- Investigative Hearings
- Board meeting
- Safety Alerts
- Congressional Hearings
- Other NTSB Events

Photograph Redacted



17



18

Purpose of Family Member Briefings

- Structure and routine
- Introduce agencies, processes and support services
- Create realistic expectations
- Offer transparency
- Factual information to family members prior to press conferences/media
- Address concerns and answer questions
- Combat rumor mill



Ensure survivors, families, and friends have current and accurate information regarding the recovery process, identification of victims, the investigation and other areas of concern.



19

The Family Briefing Audience

Know your audience before the briefing

- Survivors
- Family members of victims or survivors
 - Passengers
 - Crew
 - Ground fatalities
- Varying degrees of education, experience, knowledge and/or interest
- Range of emotions
- Persons with access and functional needs (language, disabilities, etc.)
- Diversity of cultures, religious beliefs, political views
- Conference bridge attendees
- Children



20

Briefing Participants - Speakers

- Facilitator (e.g. NTSB TDA)
- Agency leadership
 - Investigative agency (e.g. NTSB, law enforcement)
 - Carrier
 - Medical Examiner/Coroner
 - Local jurisdiction agencies
- American Red Cross
- Other local, state, Federal, non-profit, and private sector entities, as deemed necessary
- Elected Officials – as appropriate

Photograph Redacted



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TDA Preparation Meeting

- Prior to briefing, time-limited
- Identify issues areas and concerns
- Review:
 - Agenda and speakers
 - Talking points
 - Investigative update
 - Plan for follow up questions
 - Safety measures and logistics
- Address questions or concerns
- Murder board



22

Question & Answer Session

- Structured
 - Raise hand to ask questions
- Agency representatives
 - Factual information only
 - Delegates question to appropriate agency
 - Stay in your lane
- Agency representatives attempt to quell rumors
- Question and answer session after each presenter
- Duration is as long as necessary

Wide Range of Questions

- Detailed or general
- Direct
- Technical
- On topic and off topic
- Legal
- Comments rather than questions



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Other Family Briefing Considerations

- Maximum capacity of room
- Evacuation plan
- Accessibility
- Additional support for persons access and functional needs
- Ample free parking
- Notepads and pens
- Information brochures & handouts
- Bottled water
- Tissues



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Room Logistics

- Podium
- Audio system
 - Microphones (presenters and audience)
 - Speakers
- Chairs
- Information tables
- Visual displays (e.g. poster paper, easels, whiteboards, markers, etc.)
- Conference bridge equipment
 - Speaker phone and microphones



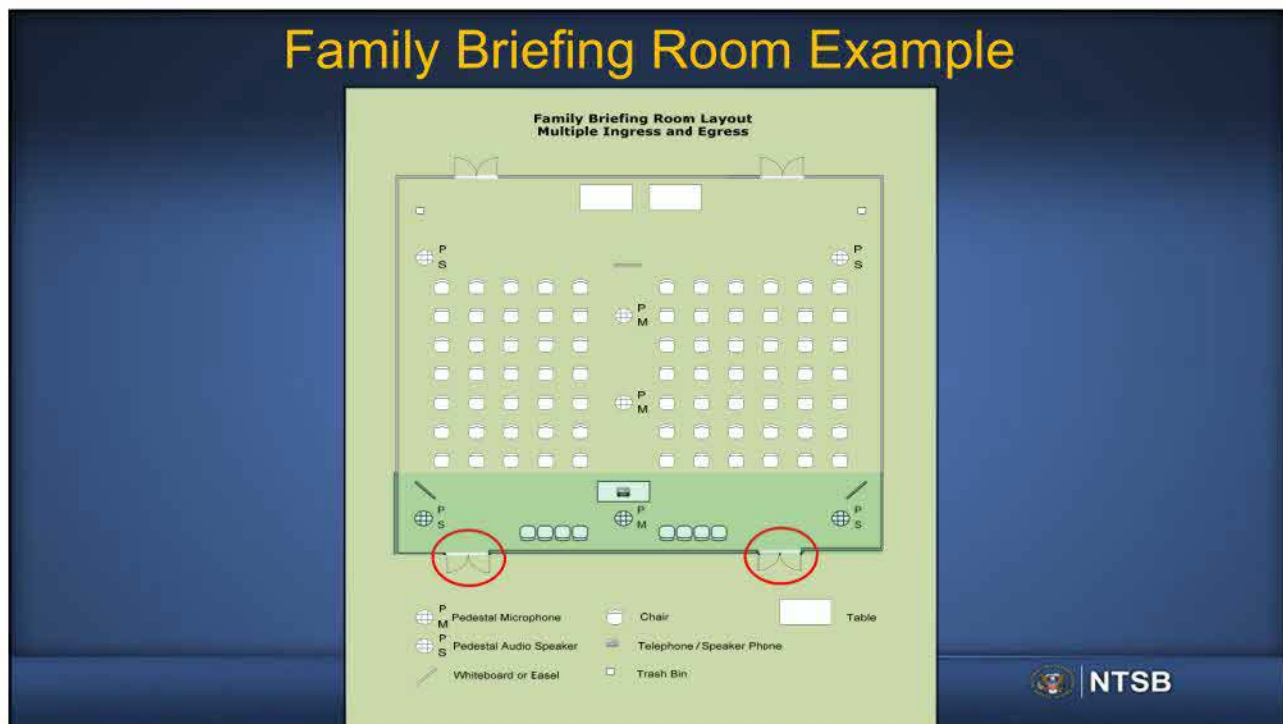
25

Conference Bridge

- Critical component
- Access to briefings for family members and survivors not present at FAC
 - Hospitals
 - Home
- Toll-free telephone number
- Moderated conference bridge



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Scheduling the First Briefing

Dependent upon:

- Number of family members present and/or en route
- Progress of on-scene activity
- JFSOC coordination determines time and agenda

First Briefing Agenda

- Housekeeping
- Overview of briefing purpose & participants
- Preliminary factual information about response
- Agency introductions, provided services, and processes
- Question & Answer Session
- Next scheduled briefing

NTSB


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THURSDAY, NOVEMBER 6, 2020
NTSB ACCIDENT INVESTIGATION NUMBER DCAXXMRXX
3:00 P.M. BRIEFING

AGENDA

- NTSB
- MEDICAL EXAMINER
- CARRIER
- COUNTY OEM/SHERIFF
- AMERICAN RED CROSS
- CHILD CARE AGENCY

NEXT BRIEFING:
10:00 A.M.
FRIDAY, NOVEMBER 7, 2019

 NTSB

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Scheduling the Last Briefing

Dependent upon:

- On-scene activity
- Victim recovery, identification and return of remains
- Utilization of FAC, remote support availability
- JFSOC coordination determine when last briefing will occur

Last Briefing Agenda

- Status updates from each agency
- Contact information for each agency
- Overview of the processes moving forward
 - What to expect when they leave the FAC
 - Of them and the agencies providing on-going support

***Never announce the last briefing at the last briefing**

 NTSB

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Reminders for Briefing Participants

- Practice, practice, practice...know your stuff
- It's okay if you don't have the answer
 - Learn how to say "I don't know"
- Follow up on promises
- Speak only for the agency you represent
 - Stay in your lane and delegate appropriately
- Avoid using acronyms, define them
- Be willing to repeat what you've said...often
- Listen carefully to your audience
- Be present, patient, and sincere



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Reminders for Agencies

- Establish one primary point of contact to represent each agency at each briefing
 - Consistency is important
- Expect at minimum two briefings per day for first few days
 - Deducing amount over time
- Briefings will possibly last 2+ hours
- Ensure assigned personnel are appropriate
 - Briefing participate AND support staff
- Expectations of your FAC staff
- Expectations of privacy

Photograph Redacted

32



Questions?

 NTSB



National Transportation Safety Board

Personal Effects Management

1

Objectives

- Understand the significance of personal effects and the importance of having a process to handle these following a mass casualty incident
- Learn the categories of personal effects and who may be responsible
- Learn from examples to help in your planning

2

Why are personal effects important following a mass casualty incident?



3

Personal Effects Significance

- Evidentiary
- Sentimental
- Financial



4

Categories

Associated with victim name: ?

Associated with human remains:
ME responsibility


Unassociated: ?



5

PE Return

- Associated
 - ME responsibility
 - Commercial vendor may be authorized to take custody by ME
 - Direct contact est. with owner/family member
- Unassociated
 - Catalog
 - Family claims item
 - Competitive Claims
 - Proof of ownership



6

The Process

- On scene documentation
- Collection
- Cleaning/making safe to handle
- Cataloging
- Restoration
 - Decision driven by policy limits and claimant interest
- Return to owners/family members
 - Retain unclaimed PE for at least 18 months



7

Who is responsible for PE?

- It depends
- Local responsibility
- Other organization – school, church, etc.

Examples

- School trip on motorcoach – company, school and LE
- Limo – State Police

If criminal, will have LE involved and may be kept as evidence



8

The Catalyst

- Cessna Citation 560
- Eight fatal
- No requirement since not legislated
- PE managed by various agencies
- No standardized process
- Accident site near Pueblo Memorial Airport, Colorado
- One year post-accident family members recovered watch and wedding band at accident site



9

- ~7 1/2 Acres
- Visual survey & metal detection
 - 3 weeks to process site
- Summary of recovery:
 - Aircraft wreckage: 11,319 items
 - Personal effects: 99 items
 - Possible human remains: 70 fragments



10

Continental Connection Flight 3407



11

UPS Flight 1354 14 August 2013

- Flight crew personal items
- Packages/mail
 - Weapons
 - Biohazard



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Personal Effects Recovery & Processing Scope of Operation

	Victims	Personal Effects	Processing Time (days)	Comments
AA 587 (2001)	265	~500,000	180	\$300,000 cash \$200,000 jewels contents of 5 homes
CO 1404 (2008)	110	15,688	60	81% associated
US Airways 1549 (2009)	155	36,685	90 (est.)	78% associated
Continental Connection 3407 (2009)	50	~75,000	90 (est.)	Includes contents of home & garage

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Fort Lauderdale–Hollywood International Airport Shooting

- January 6, 2017
- Terminal 2 baggage claim
- 5 fatal
- 6 injured during shooting
- ~36 injured during ensuing panic

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FLL & Broward County Personal Effects

- ~23,000 items
- Hired consultant to manage PE
- Recovery began 1/6
- Returns began 1/8
- Stored in airport hangar on property
- 800 # est. to file claims
- Tagged luggage → air carrier will contact owner
- PE with ID → airport will contact owner
- No ID → website

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Things to Consider

- How will you work with families to coordinate return of PE?
- How will you deal with unclaimed items and how long will you keep unclaimed items?
- How will you resolve competing claims?
- Will you be prepared to replace items?
- Will you be able to restore items?
- How will you clean items, if needed?
- Where will you store items?

16



17

Objectives

- Provide an overview of site visits, memorials, and monuments including important considerations, planning and significance
- Provide examples through past accidents
- Enhance knowledge of applicable Federal legislation regarding site visits, memorials and monuments

Site Visits

Site Visits

- Safety is a priority
- Plan for the potential early
- Coordinated effort
 - Dedicated JFSOC meeting(s)
 - Multi-agency involvement
 - Requires time



NTSB Accident Investigation: DCA13MA120



3

Important Considerations

- Safety (always)
 - Risk assessments
- Access and Functional Needs
- Impact on investigation
- Impact on operations
- Condition of site
 - Wreckage
 - Human remains
 - Personal effects
- Environmental conditions
 - Weather
 - Hazards
- Multiple visits needed
 - Victim Populations
 - Equability
- Available resources
 - Logistics
 - Support
 - Staffing



4

Why are site visits important?

- “Seeing is believing...”
- Hoping for “closure”
- Acceptance
- Grieving process
 - Mourning rituals
 - Spiritual connection
- Where their loved one died or where they survived
- Many other reasons...



NTSB Accident Investigation: DCA16MA204
Photo Credit: Yahoo News



5

JFSOC Site Visit Coordination

- Participating agencies
 - JFSOC meeting and during visit
- Temporary memorial
- Scheduling
 - On-scene Investigative activity
 - Departure & Return time
 - Amount of time on site
- Photography/video policy
- Logistics
 - Transportation
 - Support staffing
 - Equipment
- Security Plan
- Media Plan
- Pre-Site Visit Family Briefing
 - Setting expectations - What they will see, smells, hear...
 - Pre-visit site assessment



6



7



8



NTSB Accident Investigation: ANC15MA041

9



NTSB Accident Investigation: ANC15MA041



10

Virtual or Remote Site Visits



NTSB Accident Investigation: DCA16MM001



11



12

Virtual or Remote Site Visits



NTSB Accident Investigation: DCA16MM001



13

Temporary Memorials



14

Planned Temporary Memorials

- Site Visits
- Planned, JFSOC Meeting
- Minimal set up/Temporary
- Accessible to site visit attendees
 - Location near site
- Establish policy on removal
 - Respect
- Investigation
- Site Visit family briefing agenda item
 - Set expectations



NTSB Accident Investigation: DCA99MA060



15



NTSB Accident Investigation: CEN19MA190



16

Unplanned Temporary Memorials

- Publicly accessible
- Location near or at site
- Temporary but can grow quickly
- Establish policy/guidance on handling and removal (respect)



Germanwings Flight 9525
Photo Credit: AP/Albuquerque Journal



17



NTSB Accident Investigation: WPR19FA177



Photo Credit: Dennis Oda/Honolulu Star-Advertiser via AP



18

Permanent Memorials and Anniversary Events



19

Permanent Memorials

Purpose of memorial

- Retraumatization, Do no harm
- Memorial policies or procedures

Input gathering

- Include families & survivors in planning efforts

Design and location

- First/future anniversary events
- Community impact

Cultural norms

Maintenance

Time commitment

Costs and donation management

Long-term implications



NTSB Accident Investigation: DCA09MA027
Photo Credit: Wikimedia Commons



20

Anniversary Events

- Advanced planning
 - Date known
 - Monument development
- Video or photography policy
- Impact
 - Survivors/families
 - Community impact
 - Operations
- Multi-agency, community, & family involvement



NTSB Accident Investigation: DCA09MA027

Buffalo plane crash anniversary walk completes journey for victims' families

Posted Feb 12, 2010



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NTSB Accident Investigation: DCA19MM047

Video Credit: <https://keyt.com/news/santa-barbara-s-county/2020/09/02/special-plaque-created-for-the-conception-memorial-site/>



22

Test Your Legislation Knowledge!



23

49 United States Code § 1136/1139

To arrange a suitable **memorial service** in consultation with the families.
(American Red Cross, Designated Organization)

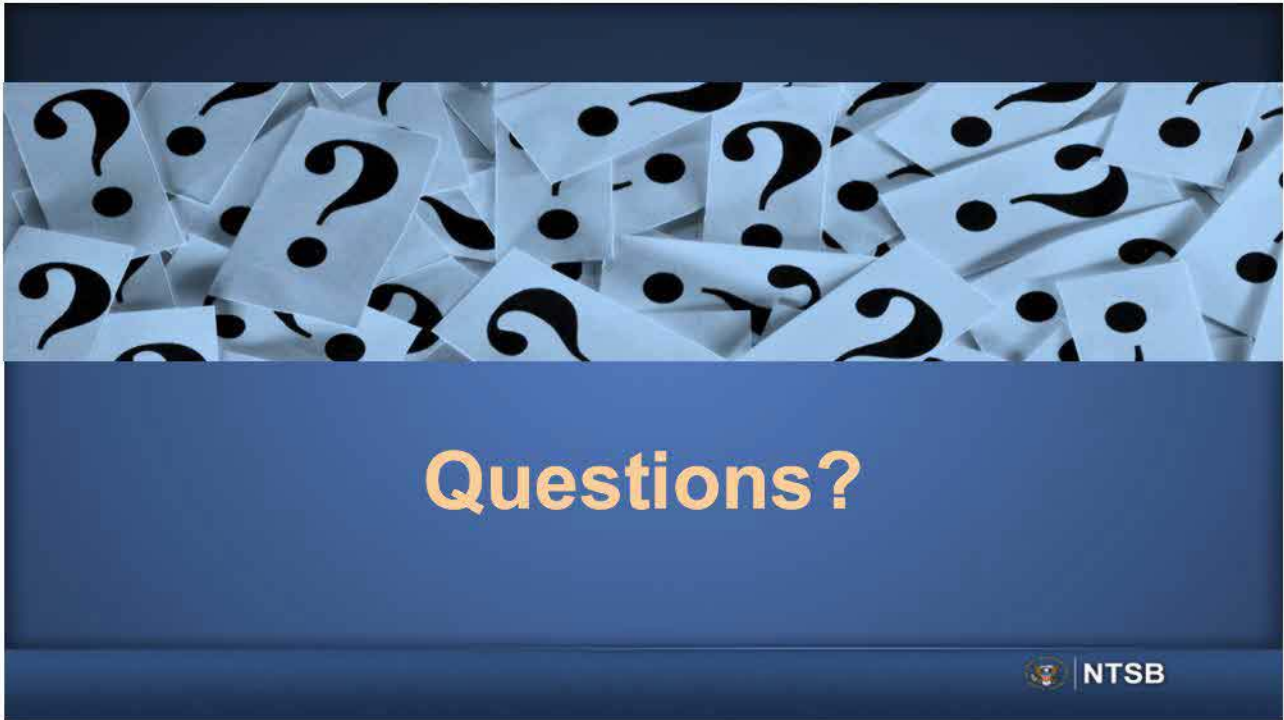
49 United States Code § 41113/24316

An assurance that the family of each passenger will be consulted about construction by the air carrier of any **monument** to the passengers, including any inscription on the **monument**. (Aviation Carrier)

An assurance that the family of each passenger or other person killed in the accident will be consulted about construction by the rail passenger carrier of any **monument** to the passengers, including any inscription on the **monument**. (Rail Carrier)



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**National
Transportation
Safety Board**

Legislated Aviation Accident Case Studies

1

**Colgan Air Inc.,
d.b.a.
Continental Connection Flight 3407**



NTSB

2

Background

- 12 Feb 2009, 2217 hrs EST
- Bombardier DHC8-400 (N200WQ)
- Newark, NJ (EWR) – Buffalo, NY (BUF)
- ILS 23 – approx. 5 nm NE of BUF
- 4 crew, 45 passengers
- 50 fatal; 2 injured



3

Initial Response

Thursday, February 12, 2009

2217 hrs Accident occurs
 ~2300 hrs Notification to
 NTSB/TDA

Friday, February 13, 2009

~0100 hrs Initiate contact with
 ME
 0200-0600 Initiate contact with
 fed partners
 0215 hrs TDA receives manifest
 ~0800 hrs TDA arrives on-scene

Continental Airlines Data

- Call Center
 - 24 hrs
 - 10,975 calls offered
 - 4,920 calls handled
 - 5,562 calls hung up
 within 2 min. of
 holding
 - Overall (16 days)
 - 11,826 calls offered
 - 5,552 calls handled



4

On-scene, FRC, FAC

Friday, February 13, 2009

1000 hrs

1st NTSB briefing at FRC

Victim recovery, antemortem, & postmortem data collection begins



1200-1800 hrs

Transition to FAC

1800 hrs

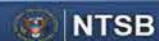
First briefing at FAC



5

FRC & FAC Challenges

- FRC
 - Managing political interest and interactions with family members
 - Informing families that there were "no survivors"
- FAC
 - Briefing room size
- JFSOC not formally established!!!
 - Consistent and equitable provision of services to crew-member, non-revenue, and ground fatality families
 - Managing the flow of information to displaced citizens from the affected community



6

Site Visit

Monday, February 16, 2009

- Timing
 - Progress of recovery operations, weather
 - Most appropriate time of day for the site visit?
- Equitable access for affected populations
- Effect on responders



7



8

Family Group Relationship with Media

On-scene

- Strong expressed desire to maintain privacy

**Active Investigation/
Enactment of Airline
Safety & FAA
Extension Act of 2010**

- Organized as The Families of Flight 3407
- Leveraged media to advocate for safety initiatives

Long-Term

- Strategic engagement with media
- Continued aviation safety advocacy engagement
- Resource to other family members/groups

9

Group Remains Interment

November 8, 2009

- 49 USC 41113 (b)(8)
 - "An assurance that the family of each passenger will be consulted about construction by the air carrier of any monument to the passengers, including any inscription on the monument."
- Weekly conference calls with air carrier, insurance, medical examiner, NTSB
 - Over 20 participants on these calls.
- 14 iterations to finalize plaque
- Over 700 participants in interment ceremony

10

Asiana Airlines Flight 214 San Francisco International Airport July 6, 2013



11

Background

- Boeing 777-200ER
- Seoul, South Korea to San Francisco, CA
- 14 CFR Part 129
- 291 Passengers
- 12 Cabin Crew
- 4 Flight Crew

Field	Value
Aircraft	Boeing 777-200 (tail # OY-KF0)
Altitude	498 ft
Filed	27,000 feet
Duration	Direct: 5,651 sm Planned: 5,689 sm Flown: 7,286 sm
Notes	ENRALS 0207 LANAT 151 8460N 12113 440C 0706 10405 0706 PANDA 0706 10405 0706 10405 0706 10405 0706 10405 0706 KORON 110200 10405 10405 10405 10405 10405 10405 10405 10405



12

Initial Media Reports

- Post-impact fire
- 300+ persons on board
- 1-2 possible fatalities
- Numerous injured
- ~60 passengers missing
- Multiple hospitals receiving patients
- International passenger population



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Immediate Family Assistance Concerns

- Victim Accounting
 - # of fatalities and missing
 - Resolved quickly → prior work with San Mateo County Coroner
 - Tracking survivors
 - Locations Unknown
 - Unknown # of hospital transports
 - Unknown # of uninjured
- Establishing contact with Asiana Airlines
- Diversity of population
 - Communication plan
 - Socio-political concerns



14

Victim Accounting & Reunification Challenges

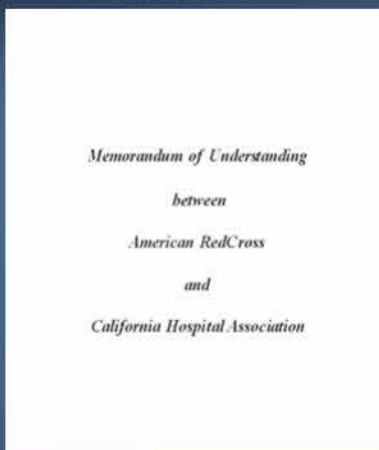
- Fatalities
 - 2 on-scene; 1 in hospital 6 days post-accident
- Injured
 - 49 serious injuries; 255 minor or no injuries
 - Flow of information regarding patient transports lacking
 - No victim accounting hand-off between SFO EOC & City/County/State EOCs
 - 28 hospitals originally reported to have received patients
 - Ultimately revised down to 15
 - Lack of EMS coordination and tracking
 - Patient injury severity & language barriers resulted in “Jane/John Doe” surge
 - Hospital information flow
 - ARC & air carriers unable to obtain information
 - HIPAA violation concerns



15

Among the lessons learned...

August 27, 2013



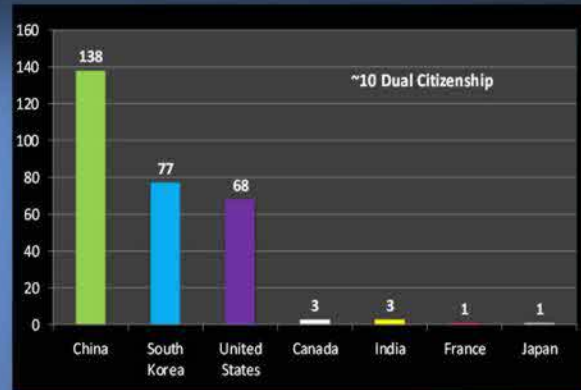
- MOU clarifying (and expanding) the relationship between the ARC & CHA.
- CHA will “educate and inform its members of the provisions in law that allow for protected health information of disaster victims to be released.”
 - Existence and status of specific disaster-related patients
 - Level of severity of injury
 - Limited access to offer patient and family assistance & services



16

International Considerations

- Political considerations
 - DOS participation in JFSOC
 - Consulate participation in FAC
- Cultural considerations
 - 3 Chinese high school groups
 - 58 students & 12 chaperones
 - Business etiquette
- Language
 - Briefings in three languages (Mandarin, Korean, English)
 - Simultaneous vs. consecutive interpretation



17

Airport Response

- PGA: United Club
- FRC: The Berman Reflection Room
- Reunification: G Lounge
- Multiagency involvement
 - SFO, Law Enforcement, ARC, Salvation Army, FBI, NTSB Regional, United Airlines
- SFO unaware of air carrier FAC plans
 - Coordinated transport to five local hotels
 - Coordinated bus transport airport/hospital
 - Separation of student groups
 - Some passengers stay overnight at SFO

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Asiana Airlines Response

- Limited success establishing contact
 - Family assistance & emergency response operations POC not up-to-date
 - Asiana Airlines HQ in Seoul, Korea → night time
- Family assistance plan activation unknown
- Delay in establishing toll-free number
- Limited staff at SFO
 - Deployed support from LA office
 - Initial interactions with TDA at SFO limited



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United Airlines Support (Alliance Partner)

- Activated Alliance Partner agreement
- Activated Family Assistance Response Plan
- Airport support (FRC/Survivors/Hospital)
- Initiated Family Assistance Center Plan
- Secured Crown Plaza location



20

Asiana Consent Order



- \$500,000 civil penalties
 - \$400,000 penalty
 - \$100,000 credit for costs sponsoring multiple industry-wide conferences/ training sessions to provide lessons-learned
- Three areas of noncompliance
 - Publication of reliable toll-free number and staff to take calls
 - Notification to families as soon as practicable
 - Sufficient resources to carry out the plan



AP: February 25, 2014, 8:47 PM Asiana Airlines penalized \$500K for not assisting families after crash



July 8, 2013 aerial file photo, the wreckage of Asiana Flight 214 lies on the ground after it crashed at Francisco International Airport in San Francisco. AP PHOTO/MARCIO JOSE SANCHEZ, FILE



21

Lessons Learned

- Foreign air carrier response
 - Current points of contact
 - Refined understanding of in-country resources & relationships with domestic air carrier partners
 - Appreciation for potential response lag and cultural differences
- Victim accounting
 - Roles & responsibilities of air carrier, NTSB, local response community
 - Promote centralized coordination of the victim accounting process
 - Refined understanding of HIPAA
- Mass fatality vs. mass casualty family assistance operations
 - Traditional FAC vs. Remote FAC operations
- Refined understanding of airport role in the response
 - Outreach efforts to enhance communication between air carriers & airports
- Refined understanding of DOS OFM role in the response




22



Questions?

 NTSB



**National
Transportation
Safety Board**

An Introduction to the National Transportation Safety Board

1

Agency Overview

- Independent Federal agency
- Reports directly to Congress
- Five Board Members
- ~ \$110 million budget

No regulatory or enforcement authority!



Chairman
Robert Sumwalt



Vice Chairman
Bruce Landsberg



Member
Jennifer Homendy



Member
Michael Graham



Member
Thomas Chapman



NTSB

2

How many people work for the NTSB?

NTSB ~420 employees
FBI ~35,000 employees
FAA: ~46,000 employees (full & part time)



3

Mission

Making transportation safer by conducting independent accident investigations, advocating safety improvements, and deciding pilots' and mariners' certification appeals.



INTEGRITY
TRANSPARENCY
INDEPENDENCE
EXCELLENCE
DIVERSITY &
INCLUSION



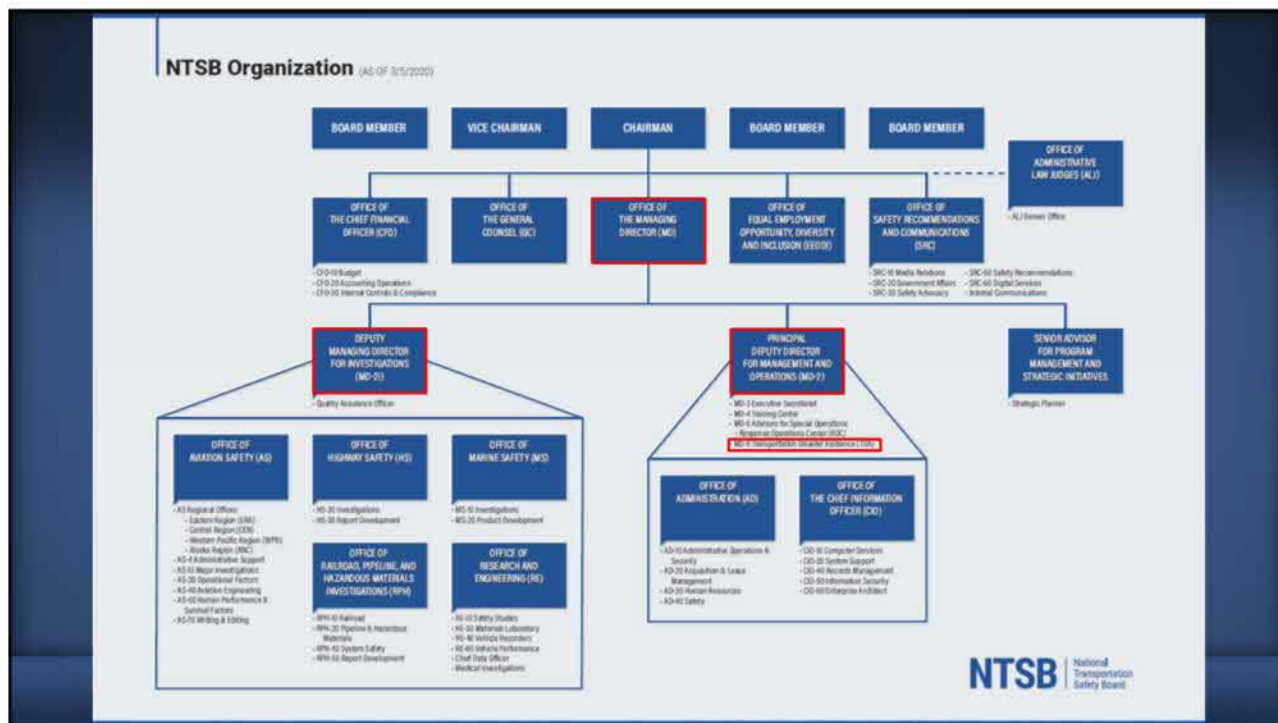
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Legislative Mandate

- Determine probable cause of transportation accidents
- Make safety recommendations to prevent reoccurrence
- Conduct special studies and investigations
- Airman and mariner certification appeals
- **Assisting victims of transportation accidents and their families**



5



6



NATIONAL TRANSPORTATION SAFETY BOARD
TRANSPORTATION DISASTER ASSISTANCE
"SERVICE ABOVE SELF"
AVIATION MARINE HIGHWAY

Victim Services & Disaster Mental Health

Emergency Management (Govt. & Transportation Industry)


Victim Accounting/Medicolegal Operations



NTSB

7

What types of transportation accidents does the NTSB investigate?



NTSB

8

Investigative Responsibilities

- All U.S. civil aviation and commercial space accident investigations
 - Accredited representative for foreign aviation accidents
- Selected surface mode accidents
 - Rail
 - Highway
 - Marine
 - Pipeline
 - Hazmat



9

Suspected Criminal Actions

- Crash assumed to be accident unless evidence indicates intentional act
- **Law enforcement takes lead if evidence indicates intentional criminal act**
 - NTSB serves as a subject matter resource in support of criminal investigation
- Public release of information becomes complicated



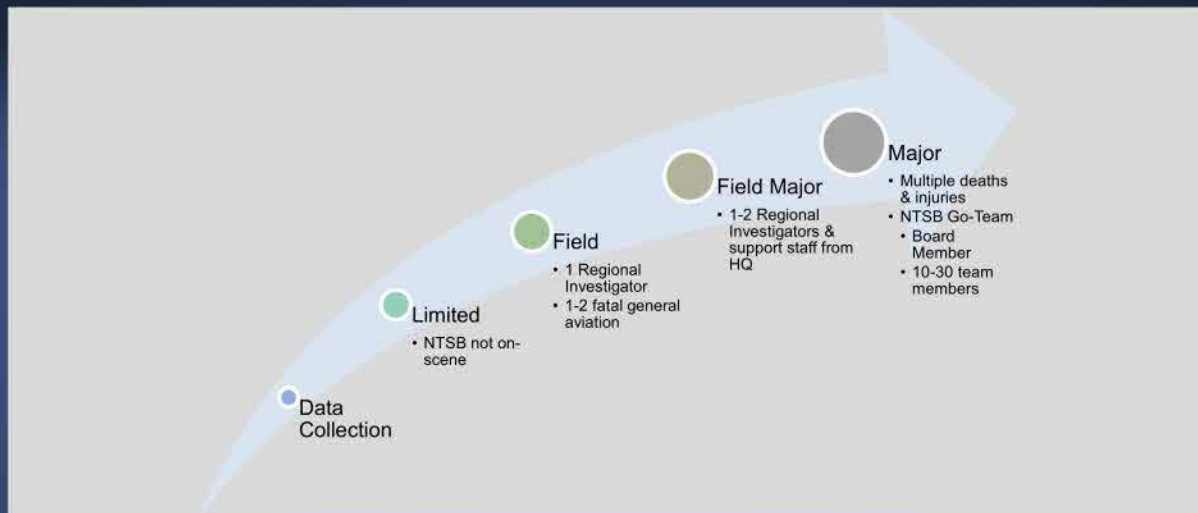
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Do NTSB investigators travel to the scene of every accident we investigate?



11

Investigations



12

Major Investigations: Team Composition

- Board Member: serves as the public representative for the investigation
- Investigator-in-Charge: manages all aspects of the investigation
- Investigative Specialists: subject-matter focus
- Communications: Government Affairs, Media Relations, TDA
- IT specialists



13

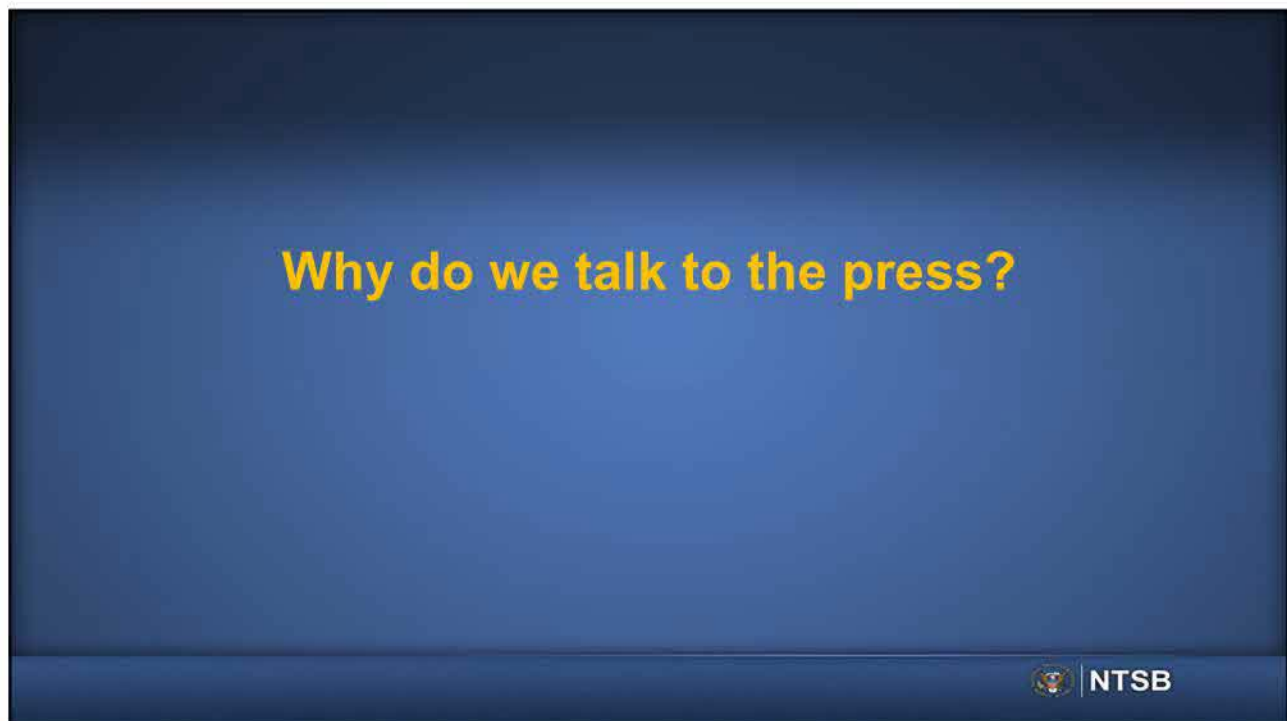
Investigative Process



14



15



16

Why do we talk to the press?

- Official source of independent accident information
- Transparency fosters confidence
- If we don't someone else will
- Manage rumors and leaks
- Briefings occur minimally once a day

- NTSB media activities for Asiana 214
 - On-scene media presence for 7 days
 - 7 media briefings
 - 86 tweets in 10 days
 - 100+ interviews



17

What do we talk about?

- Factual information
 - Vehicle recorder readouts
 - Measurements & specific times of accident events
 - Contents of interviews
- Never speculate
 - Is it possible...
 - Could that mean...
- Never release:
 - Names of passengers (crew names may appear in some documents)
 - CVR audio
- Monitor coverage & respond to inaccuracies by contacting reporter/media outlet to clarify and/or request correction



18

Key Points for Interacting with Media

- NTSB is sole source of information regarding accident investigation
- Ok to brief media on organization's actions in response to an accident
- Avoid discussing cause of the accident
- Communicators should reach out to NTSB Media Relations ASAP after occurrence of accident/incident to open channel of communication
- **NTSB Media Relations Division: 202-314-6100**



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Contact Information

NTSB Headquarters

490 L'Enfant Plaza, SW
Washington, DC 20594

Response Operations Center (ROC)

Phone: 202-314-6290

TDA

Phone: 202-314-6185
Email: assistance@ntsb.gov



20



Questions?

 NTSB



1

Module Objectives

- Define “family assistance”
- Identify
 - What family assistance might provide
 - What family does not provide
- Define “passenger”
- Define “family member”
- Consider situational awareness
- Gain awareness of family assistance planning

NTSB

2

What is Family Assistance?



3

What is Family Assistance?

The policies and procedures used to address the fundamental concerns of passengers and family members following a critical event.



4

Video Image Redacted


Kendra St. Charles
USAir Flight 405 - March 22, 1992
51 people on board – 27 Fatalities

 NTSB

5

Addressing the Concerns of Family Members

- Proactive and reactive
- Coordinated interagency effort
- Integrated planning and operations
- Spirit of partnership
- Focus on expressed needs
- Be prepared to address the Fundamental Concerns

 NTSB

6

Family Assistance May Provide

- Information (factual)
- Consistency (routine) - - predictability
- Realistic expectations
- A place and the people to get answers
- Safety and security (from public and media)
- Support in the grief process
- Reduction in stress and anxiety



7

Family Assistance Does Not Provide...

- “Closure”
- All the answers
- Support for all needs
- Elimination of legal actions



8

Family Assistance Could be...

- Accurate information
- Travel & hotel arrangements
- Food and beverages
- Financial assistance
- Someone to listen
- Recovery/return of personal effects
- A silent presence
- Someone in charge
- Memorial / site visit
- Funeral assistance
- A secure location to grieve
- Charging station
- Clothing and Toiletries
- Dispelling rumors
- Legal advice
- Spiritual care
- Mental health support
- Comfort dogs
- Respite Care
- Identification of loved ones
- Locksmith
- Investigative updates
- Human connection
- Recovery/return of a loved one
- Words of encouragement
- Explanation of process
- Setting realistic expectations

9

Affected Population



- Passengers and crew
 - Fatalities
 - Injured and uninjured
 - Families
- Unaccompanied minors
- Foreign citizens
- Children
- Pets
- Community
- First responders
- Witnesses

10

Diversity and Cultural Considerations

- Age / development
- Race / ethnicity / culture
- Language
- Socioeconomic status
- Gender identity / sexual orientation
- Education
- Background
- Spirituality / religion
- Access and functional needs



11

Who is a Passenger? 49 USC § 1136 and § 1139

- an employee of an air/rail carrier or foreign air carrier aboard the aircraft/train
- any other person aboard the aircraft/train without regard to whether the person paid for the transportation, occupied a seat, or held a reservation
- any other person injured or killed in the aircraft/rail accident, as determined appropriate by the NTSB

12

Who is a Family Member?

- No definition in legislation
- Carrier vetting
- Family groups “self-regulate”
- NTSB information products are public
- Family member vs. legal next of kin:
 - Release of remains
 - Financial compensation
 - Benefits
 - Personal effects



13

Gaining Situational Awareness

- Number of people involved in the accident?
- Number of family groups?
- Ages of the people involved?
- Where did the accident occur?
- Was there a post-crash fire?
- What is the condition of the post-crash vehicle?
- What is the condition of the bodies?
- Are there fatalities? Is the accident all-fatal?
- Are there survivors?
- Have survivors been transported to hospitals?
- Where do family members of those involved live?
- Are there foreign nationals involved?
- ...?

14

Gaining Situational Awareness – Which Entities are Involved?

- Airport Aircraft Rescue and Firefighting
- Airport Police Department
- American Red Cross
- Carrier
- Emergency Medical Services
- Fire Department
- Hospitals
- Local or state emergency management agency
- Local or State Police Department
- Medical Examiner or Coroner
- ...?



15

Entities Involved in Family Assistance Operations Planning...

- Air carriers (domestic and foreign)
- Airports
- Aviation family assistance legislation
- City agencies
- Commuter rail companies
- Corporate aviation (Parts 135/91)
- Cruise lines
- Duck boat tour companies
- Federal government agencies
- Helicopter tour companies
- International Civil Aviation Organization (ICAO)
- Medical Examiner's and Coroner's Offices
- Motorcoach companies
- Non-governmental organizations
- Pipeline companies
- Private sector
- Space travel companies
- State and state agencies
- Theme park companies



16



Questions?

 NTSB

Module Objectives

- Become familiar with the history of the NTSB's family assistance program and Federal family assistance legislation and guidance.
- Understand the difference between family assistance responses involving the NTSB.
- Develop awareness of the fundamental concerns of family members.
- Learn through family member and survivor experiences.

Why did the Federal government get involved?



American Eagle 4184
Roselawn, Indiana on October 31, 1994
68 people on board



3

US Federal Family Assistance Legislation

Aviation Disaster Family Assistance Act (1996 & 1997)

- 49 USC § 1136: NTSB & the Designated Organization
- 49 USC § 41113: U.S. Air Carriers
- 49 USC § 41313: Foreign Air Carriers

Rail Passenger Disaster Family Assistance Act (2008)

- 49 USC § 1139: NTSB & the Designated Organization
- 49 USC § 24316: Rail Passenger Carriers



4

Criteria: Legislated Accident

- Domestic or foreign air carrier
- Results in any loss of life
- NTSB is the lead investigative agency
- DOT Economic Authority
 - not FAA Safety Authority
 - Certificate of Public Convenience & Necessity
 - FAR Part 121 air carriers
 - FAR Part 129 air carriers
 - FAR Part 135 air taxi/commuter (few)

Air



- Interstate intercity rail passenger/high speed rail
- Results in any loss of life
- NTSB is lead agency
- i.e. Amtrak & future high-speed passenger rail
- *Excludes:* Commuter, tourist, historic, scenic, or excursion rail carriers

Rail



 NTSB

5

Legislated Responsibilities



 NTSB

6

Legislated Responsibilities



NTSB

7

Legislated Responsibilities



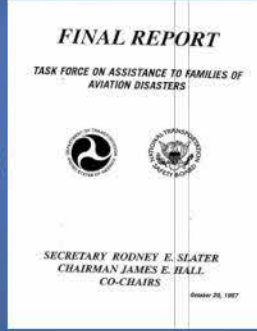
NTSB

8

Federal Legislation



Task Force



Federal Plan



9



10

Primary Partner Agencies

Local/State/Tribal

- Airports
- Coroners or Medical Examiners
- Emergency Management Agencies
- First Responders
- Hospitals
- Non-governmental organizations
- Private sector
- Other



11

Failure to Meet Obligations

- Potential fine and/or loss of air carrier operating certificate
 - DOT is enforcement authority
 - No formal review of carrier plans prior to accident
- Real-time discussions during on-scene operations between carrier and NTSB
- Post on-scene AAR with relevant stakeholders organized by NTSB
- Information flow between NTSB and DOT
- Family assistance operation is on-going...

12

Asiana Airlines 214 Consent Order

- Three areas of noncompliance
 - Publication of reliable toll-free number and staff to take calls
 - Notification to families as soon as practicable
 - Sufficient resources to carry out the plan
- \$500,000 civil penalties
 - \$400,000 penalty
 - \$100,000 credit for costs sponsoring multiple industry-wide conferences/training sessions to provide lessons-learned



 NTSB

13

I'm not a legislated carrier, how does this apply to me?

Important to understand the broader context of the family assistance response...

Who is doing what?

Who is required to do what?

Where does my agency fit in?

Focus on the concepts of family assistance operations, not the precipitating incident

 NTSB

14

“Legislated” vs. “Non-legislated” Accidents

Legislated

- Support at federal level
 - NTSB and Federal partners
- Support from carrier
- Support from Red Cross

Non-legislated

- Cannot count on support from NTSB, federal partners, operator
- TDA tries to implement family assistance support working with local agencies and operator

City/County/State responsibilities remain the same:

- Incident command
- Victim recovery & Identification
- Personal effects management
- Emergency management/logistic support
- Coordination with other agencies (NTSB, DoS)
- Disaster relief response & support

Fundamental Concerns

Fundamental Concerns of Families

Notification of Involvement

"Are they involved?"



- Initial notification
- Immediate factual information

Victim Accounting

"Where are they?"



- Search & rescue, transported, hospitalized
- Search & recovery of fatalities
- Victim identification, death certification

Access to Resources & Information

"How do I stay informed and get help?"



- Basic needs & support services
- Investigative updates
- Financial, logistical, & legal assistance

Personal Effects

"Where are their belongings?"



- Recovery, processing & return
- Associated & unassociated

NTSB TDA Handout 10.2020

17

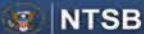

Notification of Involvement

18



Notification of Involvement

"Are they involved?"

- *Initial notification*
- *Immediate factual information*



19



20

Notification of Involvement



- What happened?
- Who is the Carrier? What is the flight number?
- Was my loved one on board?
- Are you sure my loved one was on board?
- Who can tell me if my loved one was on board?

Victim Accounting

Victim Accounting

"Where are they?"

- *Search & rescue, transported, hospitalized*
- *Search & recovery of fatalities*
- *Victim identification, death certification*



Victim Accounting



- Where is my loved one?
- How do I get to my loved one?
- Are they alive?
- Are they injured?
- How do I get my loved one back?

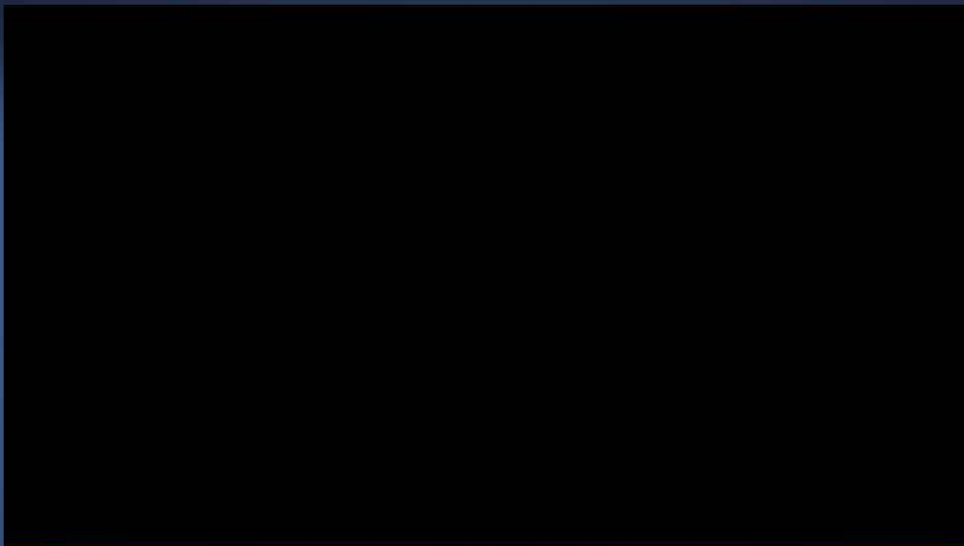
Access to Resources & Information

Access to Resources & Information



“How do I stay informed and get help?”

- *Basic needs & support services*
- *Investigative updates*
- *Financial, logistical, & legal assistance*



Access to Resources & Information



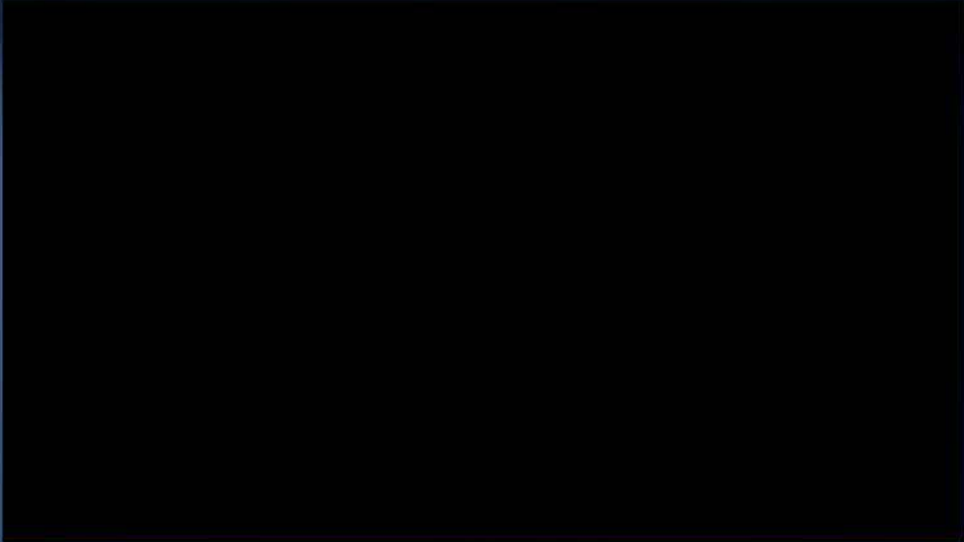

- Where do I go? What do I do next?
- Who can help me and my family?
- When will I know what happened?
- How will I be updated about the investigation?
- What resources are available to me?

Personal Effects

Personal Effects

"Where are their belongings?"

- *Recovery, processing & return*
- *Associated & unassociated*



Personal Effects



- Where is my loved one's _____?
- Is it damaged?
- How do I get it back?
- Why can't I get it back?
- Why does _____ have my loved one's belongings?



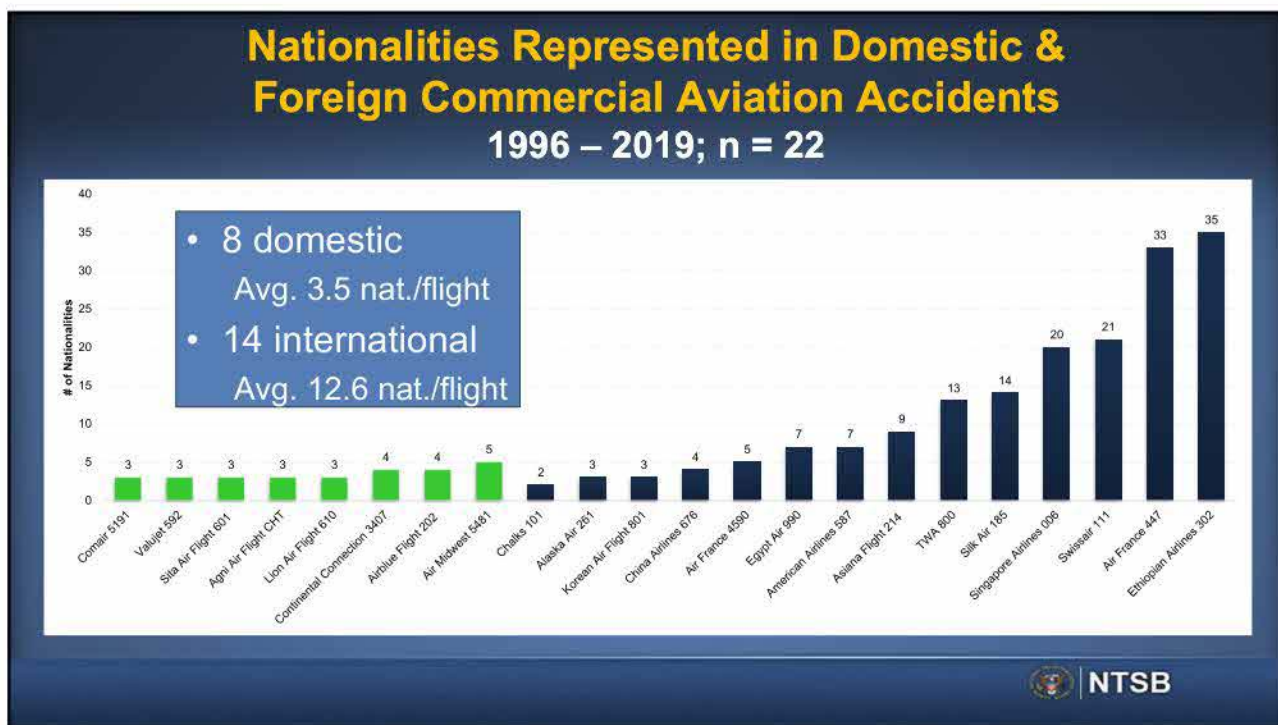
Questions?



**National
Transportation
Safety Board**

International Aspects of Family Assistance

1



2

**Are the needs of family members different
because of their country of citizenship?**



3

**Who is responsible for providing information to
family members regarding:**

**...the investigation?
...the victim recovery & ID process?
...their rights?**



4

Overview

- **Foreign Nationals** involved in transportation accidents **within U.S.**
 - NTSB TDA
 - Department of State
- **U.S. Citizens** involved in aviation accidents **outside U.S.**
 - Investigation
 - ICAO Annex 13
 - Family Assistance
 - Department of State
 - NTSB-TDA
- **International and ICAO Initiatives**



5

Foreign Nationals involved in transportation accidents **within the U.S.**



6

VST 5: Foreign Victim Families

- **Notification to foreign governments** and long-term contact
- Notification of U.S. citizens residing/traveling outside U.S.
- Facilitate entry of foreign air carrier employees and families of foreign victims with entry into U.S.
- **Interpretation and translation** services
- Facilitate acquisition of antemortem data located outside U.S.
- Facilitate necessary consulate and customs services for the return of human remains and personal effects to the country of destination



7

DOS

Office of Foreign Missions



- OFM assists foreign missions in working with with local government offices in the United States.
- NTSB interfaces with DOS OFM when foreign nationals involved in accidents that have occurred in the U.S.
- OFM will est. contact with relevant consulates & embassies.



DOS OFM Headquarters
 (202) 895-3500
 OFMInfo@state.gov



8

U.S. Citizens involved in aviation* accidents **outside the U.S.**

* and marine



9

ICAO Annex 13 Chapter 5: Investigation




- **State of Occurrence** responsible for investigation
- **State of Registry** responsible if accident occurs outside territory of any state/within territory of non-contracting state
- **Official source for information** on the investigation rests with the **State conducting the investigation**







10


ICAO Annex 13

Chapter 5: Investigation



- Entitlement to appoint **Accredited Representative**:
 - State of Registry
 - State of the Operator
 - State of Design/Manufacture
- **Accredited Representative**:
 - Represents State
 - Collection of information and communication
 - Supervises the activities of **advisors**







 NTSB


11

Department of State

Passenger Manifest



- US air carriers flying abroad & foreign air carriers operating flights to/from US must provide a passenger manifest to DoS
 - (1) **not later than 1 hour after** any such carrier is notified of an aviation **disaster outside the United States** which involves such flight; or
 - (2) if it is not technologically feasible or reasonable to fulfill the requirement of this subsection within 1 hour, then as expeditiously as possible, but **not later than 3 hours after such notification.**
- Manifests should include
 - full name of each passenger
 - passport number of each passenger, if required for travel
 - name and telephone number of a contact for each passenger

 NTSB

12

Air Carrier Responsibilities

49 USC § 41113 & 41313

- **Assurance #16**

An assurance that the air carrier, in the event that the air carrier volunteers assistance to United States citizens within the United States with respect to an aircraft accident outside the United States involving major loss of life, will consult with the Board and the Department of State on the provision of the assistance.



13

Department of State

Roles & Responsibilities



- Coordinates and manages U.S. response to aviation accidents involving U.S. citizens abroad
 - Official NOK notification
 - Coordinates notifications with air carrier to ensure families have information on the services available through the air carrier
 - 800#/webpage → provide/collect info
 - On-site assistance to family members
 - Liaise with foreign govts concerning arrangements for preparation & repatriation of remains & personal effects to U.S.
- Expedite entry of family members, air carrier reps, investigative team

U.S. Department of State Foreign Affairs Manual Volume 7 - Consular Affairs

7 FAM 1830 AVIATION AND OTHER TRANSPORTATION DISASTERS

(CFR:22CFR-1.1830-1)
(Office of Origin: CA/OCS/PR)

7 FAM 1831 INTRODUCTION

(CFR:22CFR-1.1831-1)

a. The U.S. Department of State is responsible for coordinating and managing the federal response to aviation disasters involving U.S. citizens abroad. In recent years the Department has made significant changes to the way that it handles aviation disasters that involve U.S. citizens outside the United States. These changes are highlighted in this subchapter and include:



14

Maritime Accidents



- IMO Code of the International Standards and Recommended Practices for a Safety Investigation into a Marine Casualty or Marine Incident
 - Provides a mechanism for member states to cooperate during investigations and recommended investigative procedures and protocols
- “Substantially interested states” afforded opportunity to participate in investigation
 - The flag state of any ship involved in the marine casualty
 - A state whose nationals have lost their lives or received serious injuries as a result of the marine casualty
- U.S. Coast Guard’s Office of Investigation and Analysis coordinates participation in all marine casualty investigations under the Code



15

Department of State

Notification & Contact Information



- Operations Center
 - 202-647-1512**
 - SES-O_CMS@state.gov**
 - CA-Crisis-Mgt@state.gov**
- Crisis Management
 - Informs foreign govts/liaising, monitoring, daily product, planning/training
 - Coordinates response through development of Task Force



16

TDA involvement in accidents outside the U.S. involving U.S. citizens

- NTSB/TDA has no authority to provide family assistance support.
- NTSB does not control the foreign accident investigation
 - Ability to provide information to family members on the accident is limited



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TDA involvement in accidents outside the U.S. involving U.S. citizens

- TDA could potentially be involved in other ways in an advisory capacity
 - **Advisor** at DOS crisis task force
 - **Advisor** at US-based FAC
 - Assurance #16
 - **Advisor** to US-based carrier emergency response center
 - **Advisor** on-scene at request of DOS/NTSB Accredited Representative



18

**Is the U.S. the only country to have
transportation accident family
assistance legislation?**



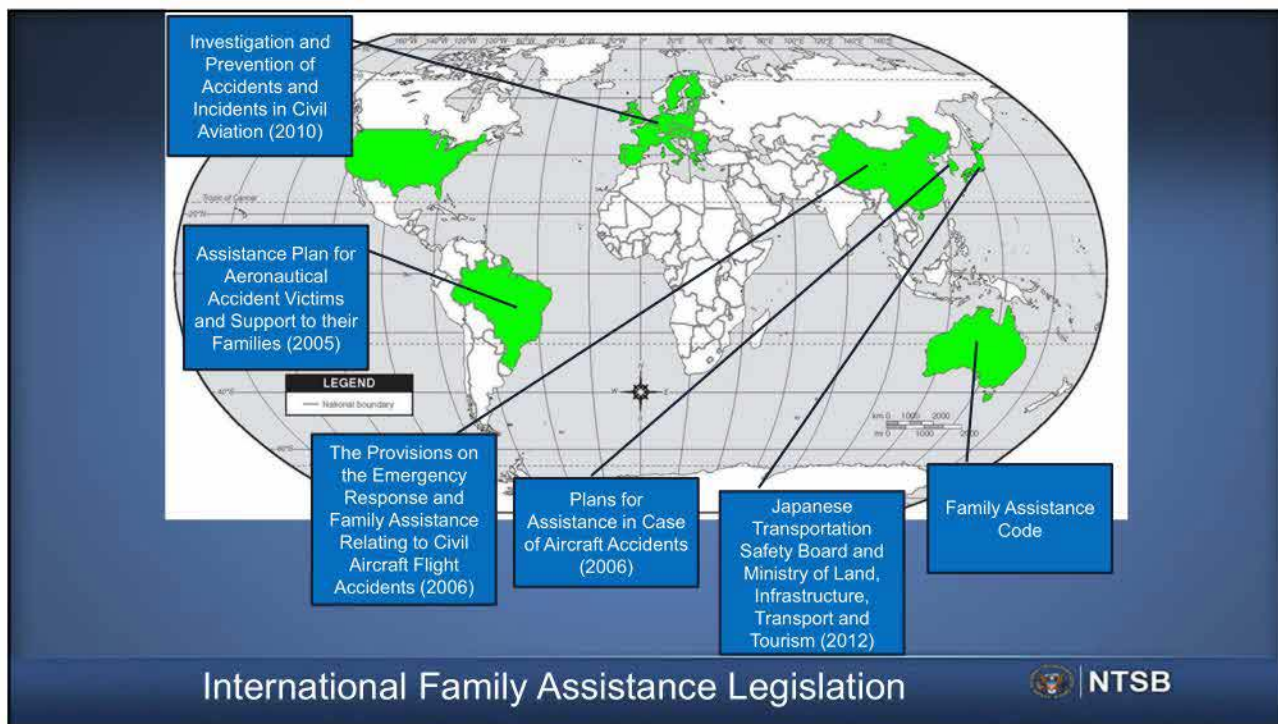
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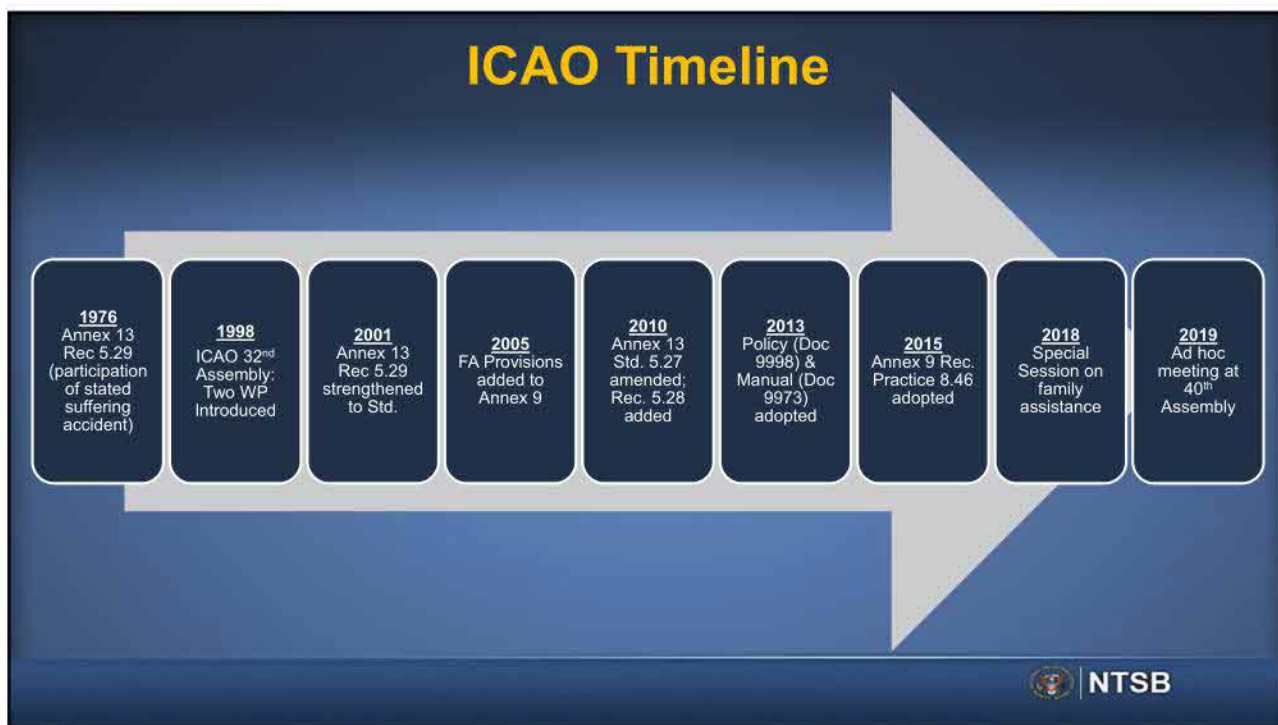
International and ICAO Initiatives



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22

ICAO Policy & Manual on Assistance to Aircraft Accident Victims & Their Families

- ICAO Policy (Doc 9998)
 - Approved March 2013
 - Contracting states should consider national legislation, regulations and/or policies to ensure that the necessary resources and commitment to provide assistance are available.
- ICAO Manual (Doc 9973)
 - Published December 2013
 - Contains guidance to assist States in implementing policies.
 - Enables States to prepare a plan, providing guidance on:
 - Defining the recipients of family assistance
 - What types of family assistance should be provided
 - When to provide family assistance
 - Suggested family assistance providers
 - Duration of assistance
 - Preparation of family assistance plan



 NTSB

23

ICAO Annex 9: Facilitation

- State of Occurrence
 - Facilitate entry of family members and authorized representatives of the operator
- Contracting States
 - Issue emergency travel documents to their nationals who have survived the accident
 - Assist with arrangements for transportation and clearing customs in the repatriation of human remains to their countries of origin
- **8.46 Recommended Practice.** *Contracting States should establish legislation, regulations and/or policies in support of assistance to aircraft accident victims and their families.*
- **Note.** *Attention is drawn to Doc 9998, ICAO Policy on Assistance to Aircraft Accident Victims and their Families and Doc 9973, Manual on Assistance to Aircraft Accident Victims and their Families.*

 NTSB

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Key Take Aways...

- NTSB will collaborate with DOS OFM & relevant embassies and consulates regarding victim support for foreign nationals.
- NTSB is typically not the lead investigative agency for aviation accidents that occur outside the U.S.
- DOS is responsible for coordinating support for U.S. citizens involved in accidents overseas.
 - TDA will serve in an advisory capacity.
- Remember ADFAA assurance #16.
- DOS has specific requirements regarding the provision of passenger manifests if an air carrier accident occurs to/from the U.S.
- The U.S. is not the only country with family assistance legislation...know before you go!!!



25



Questions?



26



**National
Transportation
Safety Board**


Comparative Case Study

Amtrak Train 188 Derailment Philadelphia, PA May 12, 2015 DCA15MR010	Amtrak Train 501 Derailment DuPont, WA December 18, 2017 RRD18MR001
--	---

1

Objectives

- Share practical experience from recent transportation accidents
- Offer lessons learned and best practices in family assistance operations following major transportation accidents that fall under Federal transportation family assistance legislation
- Highlight challenges faced during family assistance operations established in the aftermath of major transportation accidents

 **NTSB**

2

Amtrak Train 188 – Philadelphia, Pennsylvania Accident Overview

- May 12, 2015; ~2121 hours EDT
- 7 cars and one locomotive derailed
- 245 passengers and 8 crewmembers
- 8 passenger fatalities
- 200+ transported to hospitals

Photographs Redacted



3

Amtrak Train 501 – DuPont, Washington Accident Overview

- December 18, 2017
- 13 cars and 1 locomotives derailed
- 77 passengers, 6 crew and 8 highway vehicle survivors
- 3 passenger fatalities
- ~68 treated at hospitals

Photographs Redacted



4

Fixing America's Surface Transportation Act (The FAST Act) Public Law 114-94, Section 11410

- Enacted by Congress on December 4, 2015
- Required DOT Secretary, in cooperation with NTSB & Amtrak, to conduct a post-accident assessment of response
 - Focus on family assistance and emergency preparedness plans
- Working group included:
 - DOT Office of Intelligence, Security, and Emergency Response, Amtrak, Federal Railroad Administration, NTSB, & Red Cross
- Provided opportunity for open dialogue and collaboration
- Consisted of multiple meetings to identify challenges and potential solutions
- DOT assessment issued November 2016
- Amtrak's report to Congress issued December 2016



 NTSB

5

Accident Similarities

Photographs Redacted



- Major NTSB investigation
- Major urban area
- Scheduled passenger service
- Local, state, and Federal responses
- Significant media and political interest

 NTSB

6

Family Assistance Operations - Similarities

Photographs Redacted



 NTSB

7

Case Comparison

Photographs Redacted

Amtrak 188

The FAST Act

Amtrak 501

Challenges

Solutions

Results



 NTSB

8

Amtrak Train 188

Family Assistance Challenges

- 
- Manifest distribution & notification process
 - Adequate training
 - Coordination with partners



9

Amtrak Train 188

Family Assistance Challenges

- 
- **Manifest distribution & notification process**
 - Adequate training
 - Coordination with partners

Findings

- Reconciliation remains a difficult process for MCIs
- Initial passenger list provided upon request
 - On-going requests for updates were not all met
- Lack of updated information available for operations and planning to stakeholders
 - Unable to determine notification status or what information had been provided



10

Amtrak Train 188

Family Assistance Challenges

- Manifest distribution & notification process
- **A**dequate training
- Coordination with partners



Findings

- Carrier had well-established training programs & curriculum
- Training information application to operational environment
- Trainee selection process
- Roles, responsibilities, and consistency in training for various entities within the Carrier's organization
- Lacked training and planning with other family assistance stakeholders



11

Amtrak Train 188

Family Assistance Challenges

- Manifest distribution & notification process
- **A**dequate training
- **C**oordination with partners



Findings

- Lack of clear understanding of roles and responsibilities
- Lack of coordinated planning and preparedness efforts
- Information flow and communication were slow
 - Requests for updates were not all met
 - Carrier was represented during JFSOC meetings but not easily accessible at other times



12

The FAST Act

Family Assistance Challenges

- **Manifest distribution & notification process**
- Adequate training
- Coordination with partners



Solutions

- Provide optional field to collect emergency contact information from passengers
- Provide dedicated staff to on-going JFSOC operations
 - Focus on manifest and notification updates

13

The FAST Act

Family Assistance Challenges

- Manifest distribution & notification process
- **Adequate training**
- Coordination with partners



Solutions

- Exercise family assistance plan in conjunction with emergency response drills and incorporate partners
- Improve training to address roles of organizational entities in a response and exercise them with personnel

14

The FAST Act

Family Assistance Challenges

- Manifest distribution & notification process
- Adequate training
- **Coordination with partners**



Solutions

- Provide dedicated staff to partners
- Exercise family assistance plan in conjunction with emergency response drills and incorporate partners
- Earlier unified coordination between stakeholders
 - Standardize an initial unified coordination call
- Pre-establish priorities, identify key tasks, and de-conflict initial actions
- Require after action meeting involving all stakeholders
 - Ensure completion within a reasonable time after the event

15

Photograph Redacted

Amtrak Train 501

Results

16

Amtrak Train 501

Family Assistance Challenges

- Manifest distribution & notification process
- Adequate training
- Coordination with partners



Results

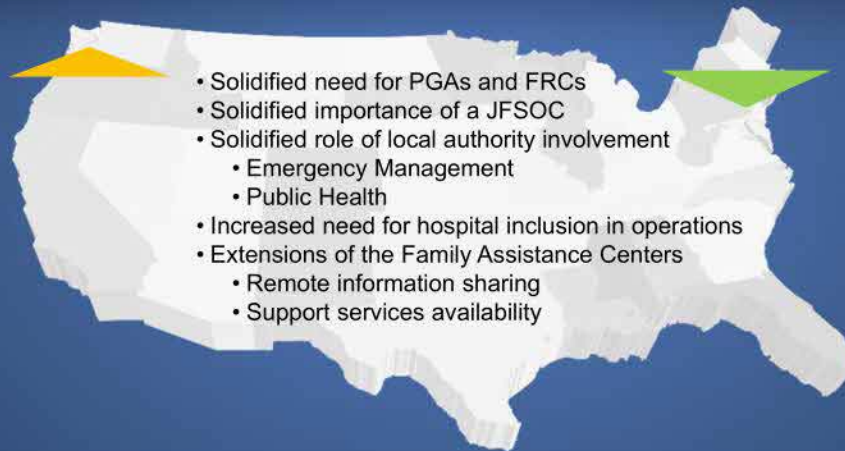
- Provided continuous updates on manifest reconciliation, notification process, and family status during on-scene
 - Dedicated Amtrak ARC JFSOC liaison
 - Dedicated Amtrak Red Cross Liaison
- Carrier organizational entities identified and trained as family assistance liaison
- Initial interagency conference call with NTSB, Red Cross, & Amtrak
 - Initiated plans of action, identified immediately needs



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Additional Lessons Learned

Photographs Redacted



- Solidified need for PGAs and FRCs
- Solidified importance of a JFSOC
- Solidified role of local authority involvement
 - Emergency Management
 - Public Health
- Increased need for hospital inclusion in operations
- Extensions of the Family Assistance Centers
 - Remote information sharing
 - Support services availability



18



Questions?

 NTSB

Self-care

1

Poll : Do you take care of yourself?

2

Self-Care is a
priority and necessity
- not a luxury -
in the work that we do.



What is Self Care?

What you do on a regular basis to reduce stress and maintain and enhance your short- and longer-term health and well-being.

The ability to maintain physical, emotional, relational, and spiritual health in times of stress.

- Life Balance
- Everyday Skill Building
- Stress prevention, awareness and management
- Resilience development



5

Professional Quality of Life

Compassion Satisfaction

- A sense of meaning
- Contribution to greater good
- Competence and self-care winner

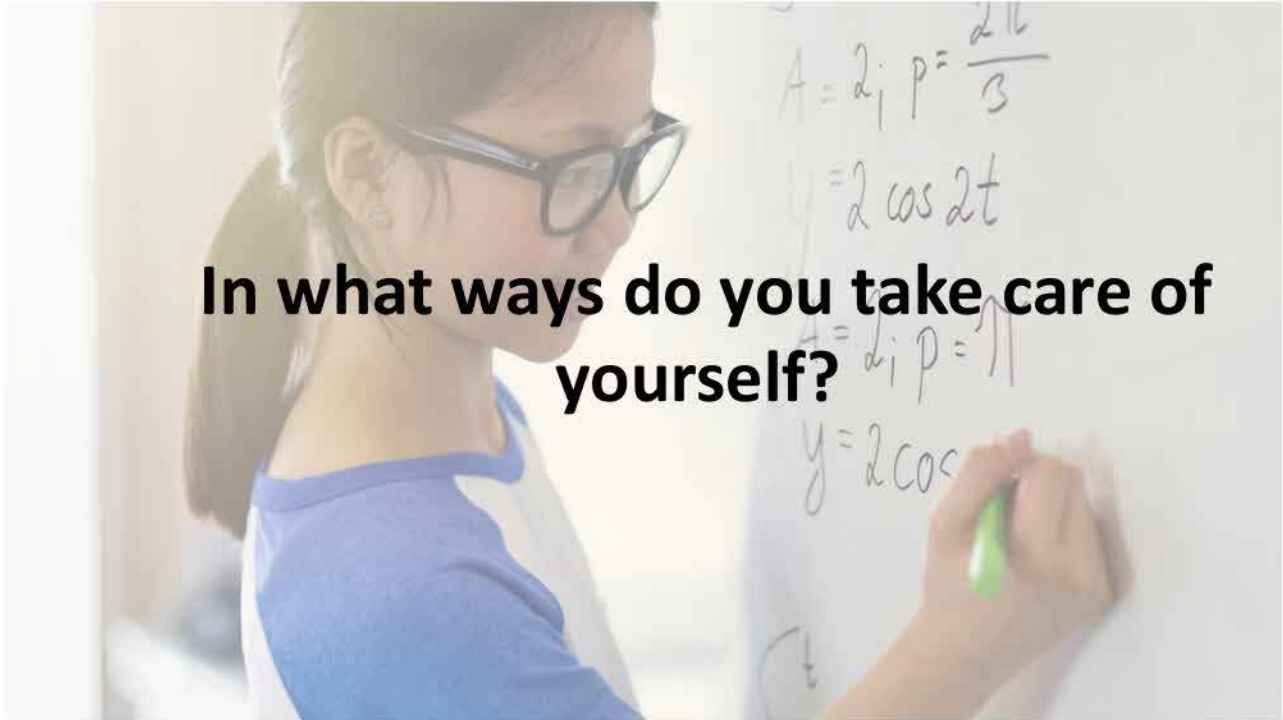


Compassion Fatigue

- Burnout
- Secondary Traumatic Stress
- Acute Stress Disorder



6



In what ways do you take care of yourself?

7

Physical Self-Care

- Eat healthy
- Get enough sleep
- Wear clothes you like

Spiritual Self-Care

- Practice your rituals
- Spend time outside
- Look for inspiration

Self-Care Assessment

Adapted from Saakvitne, Pearlman, & Staff of TSI/CAAP (1996). *Transforming the pain: A workbook on vicarious traumatization*. Norton.

• Express your feelings....

Psychological Self-Care

- Practice mindfulness
- Write a journal
- Do something new
- Make time away....

• Share...

Workplace/Professional Self-Care

- Take breaks
- Peer support
- Balance schedules
- Fix up your workspace....



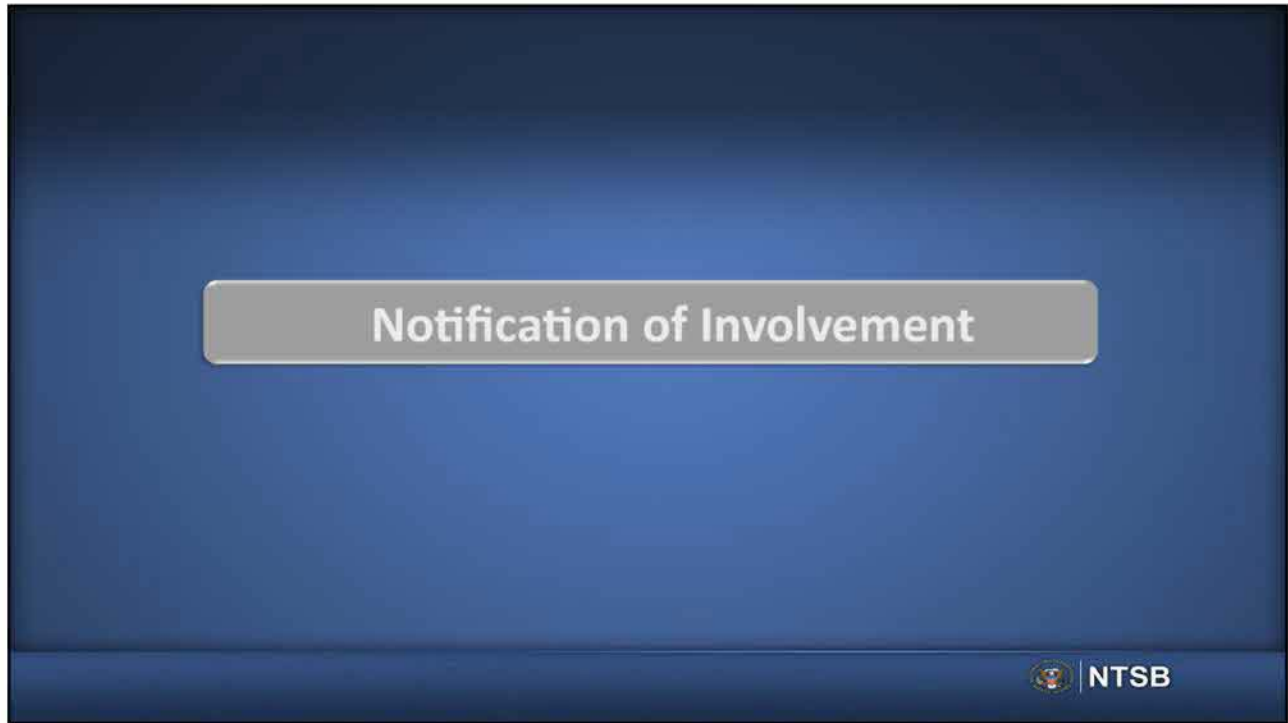
8

Homework Instructions

Show us what self-care means to you!

- Complete the *Self Care Assessment*
 - Emailed to you in course materials
 - Download from the chat
- Take a picture of one item from the assessment that represents a way you take care of your-self
- Email the photo to katherine.chisom@ntsb.gov
- Keep it G-rated! We will share these with the class






1




2

Notification of Involvement



- What happened?
- What is the flight number? Who is the Carrier?
- Was my loved one on board? Are you sure?
- Who can tell me if my loved one was on board?

 NTSB

3

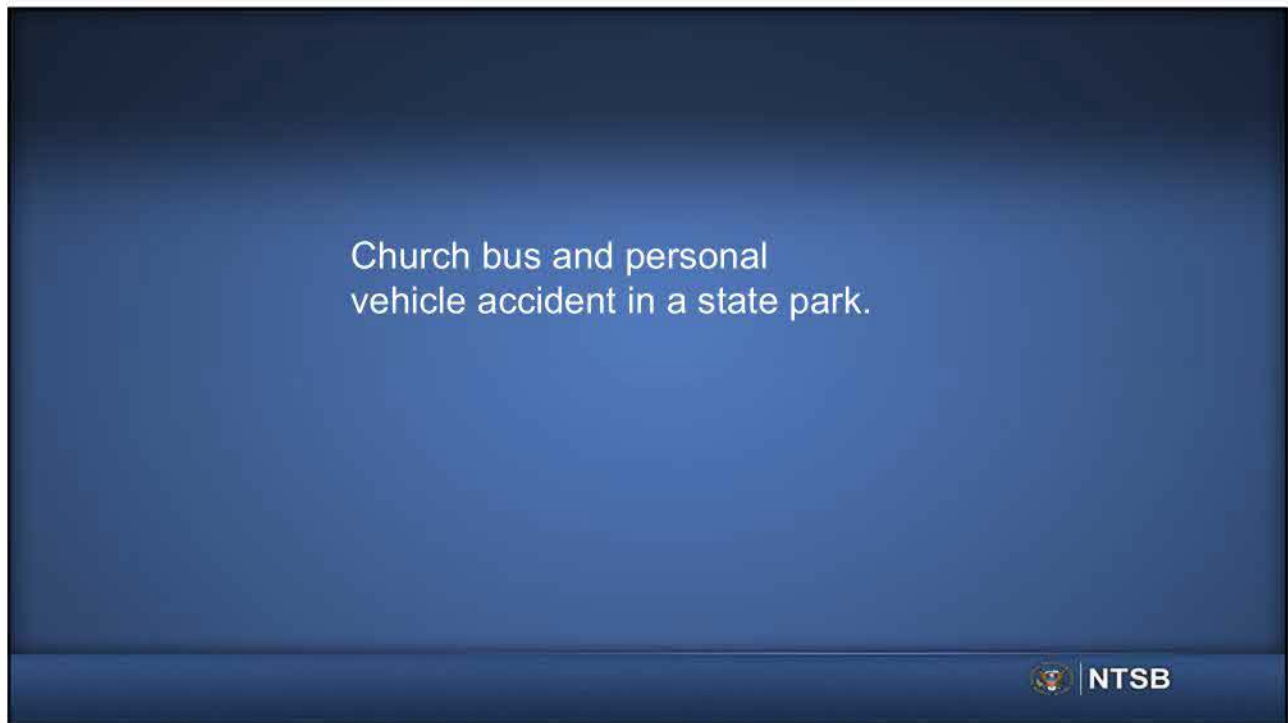
**Who would you call?
Where would you go?
What would you do?**

 NTSB

4



5



6

Air carrier accident upon landing
at an airport



7

Coverage of commercial air carrier accident on
evening news with 800 number for families.



8

Notification of Involvement Activity

- Who would you expect to notify you of your loved one's involvement?
- If you went to the accident location who would you ask for help?

Air / Rail Carrier

- What information would you want to know when you arrived at the airport or train station?
- How long would you be willing to wait for information?



9

Notification of involvement should:

- Commence as soon as practicable once passenger is verified as onboard the aircraft
- Be completed for all individuals verified as onboard the vehicle
 - Revenue
 - Non-revenue
 - Crewmembers
- Ground victims (once identified)
- In person, if practicable
- Should NOT provide individual's status
 - Missing, injured, or fatal injury
- Other entities will receive requests from families for info



10

Carrier Role :

- Publicize and staff toll-free number
- Timely notification to families of passengers that were onboard (name on manifest)
- Basic travel information
- Participation and staffing at family assistance facilities
- Participation in local EOC response
- Coordination with NTSB, station and response partners

NTSB Role:

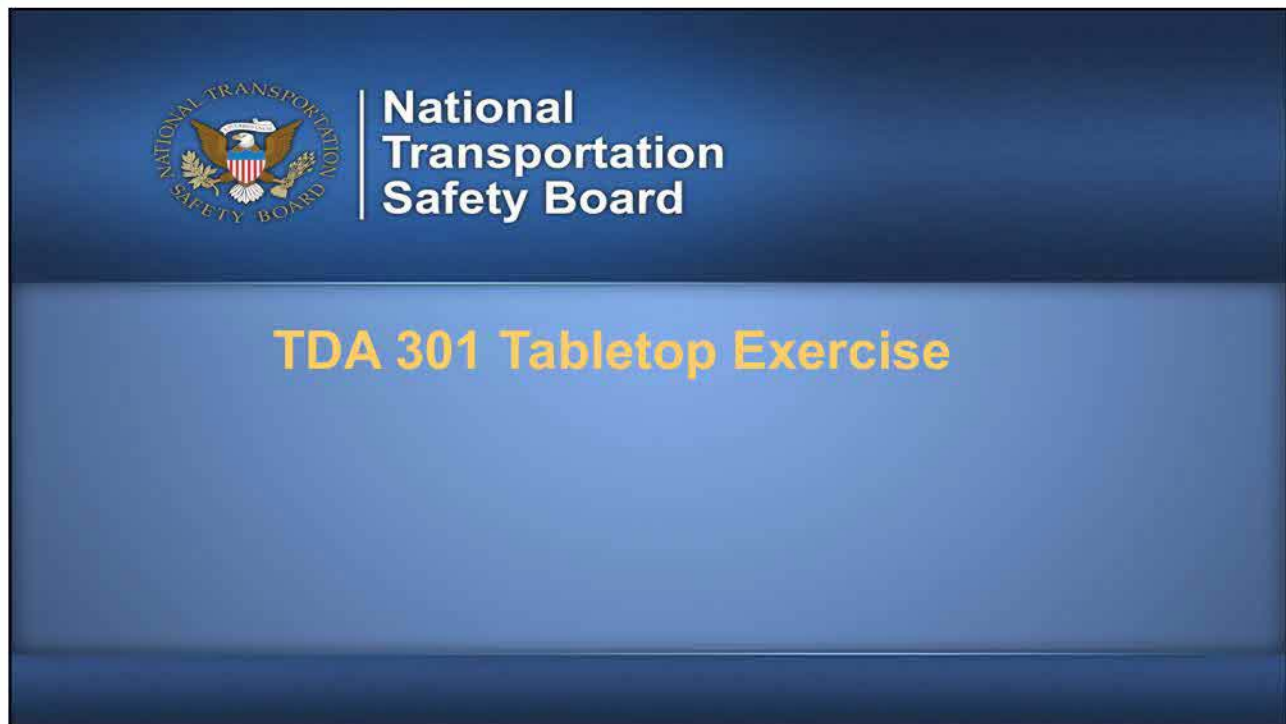
- Facilitate connection to Carrier (#800)
- May provide information on the passenger list to the family
- Basic accident information
- Coordination with Air Carrier, Airport and response partners



11

**Questions?**

12



1

Tabletop Exercise

Discussion-based session where team members meet in an informal, classroom setting to discuss their roles during an emergency and their responses to a particular emergency situation. A facilitator guides the players through a discussion of an accident scenario.

NTSB

2

Purpose

To provide participants with an opportunity to participate in a multi-disciplinary family assistance operation in support of a mass casualty aviation accident.



3

Objective

Participants will be able to demonstrate a basic understanding of family assistance operations, by building on the content provided just prior to each tabletop exercise module



4

Exercise Instructions

- Exercise is based on a plausible, possible event (do not fight the scenario)
- Process the information as you would in a real-life incident
- There is no hidden agenda or trick questions
- Participation is key to making this exercise a success



5

Exercise Instructions (cont.)

- Respond based on your knowledge of your current plans and capabilities – you are filling the role of yourself for this exercise
- If your group is missing a key partner that has a role, then the group will discuss as a team what that partner's response actions will be



6

Exercise Instructions (cont.)

- Feel free to make valid assumptions based on the information provided
- Use your read-ahead material and your Situation Manual as a reference guide (and any other available materials)



7

Rules of Engagement

- This is an open, low-stress, no-fault environment
- Offer any suggestions or recommended actions that could improve response and preparedness efforts
- Be respectful of each other, as varying viewpoints and disagreements may occur



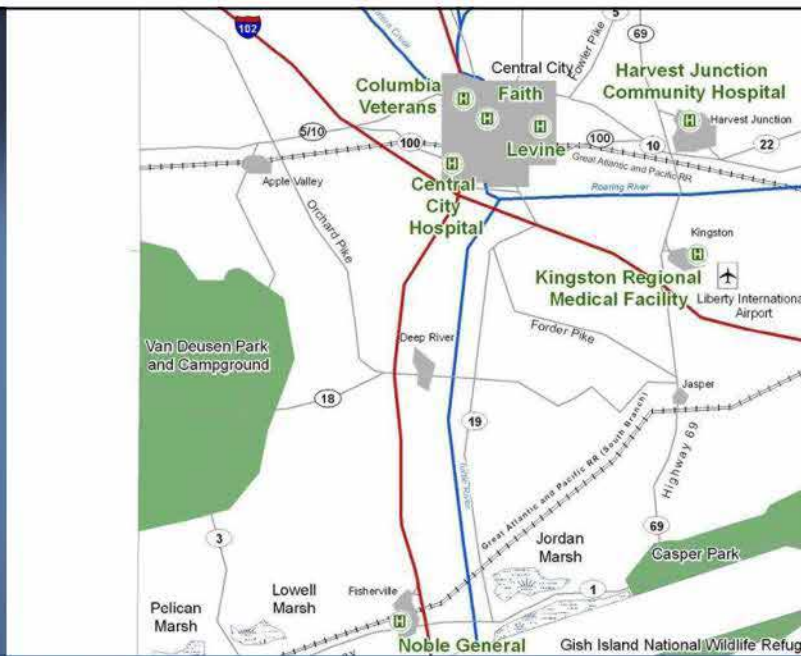
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Let's Begin...



NTSB

9



NTSB

10



**National
Transportation
Safety Board**

Module 1


Max Green and Stephanie Matonek

11

Module 1: Activation and Initial Response

Wednesday, November 4, 2020

It is a cloudy day in Central City, Columbia, with a temperature of 45 degrees Fahrenheit and winds at 10 mph. Coastal International Airlines (CIA) flight is scheduled to arrive at Liberty International Airport (LIA) at 11:30 a.m. About 39 people are at the LIA baggage claim, waiting to greet the passengers.



12

twitter Home Profile Find People Settings Help Sign out

goaskalicep

Name: Alice P.
Location: Central City
Bio: ask and I will tell, loud, and lovable, nothing to hide

7,234 followers 671 following

Video
About 1 hour ago from web

Plane shouldn't be going this fast I don't wanna die love u all
About 2 minutes ago from web

Omg stomach just lurched, plane dropped suddenly
About 5 minutes ago from web

Boarding the plane home y'all, see u on the other side.
About 2 hours ago from web

Not ready for vacay 2 be over, gonna miss my peeps crazy @tiffbff @tonytheboss @melyn32 @chopchop @hardrocker @iheartpeeps
About 5 hours ago from web

Chillin on beach -- this is sick!
About 1 day ago from web

TSB

13

Scenario

At 11:48 a.m., LIA Air Traffic Control reports that an aircraft has crashed on the airport runway. Breaking news on all the major stations are indicating that CIA flight 13 has crashed and are sharing the video from Alice P.



NTSB

14

First Response



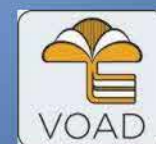
LIAPD arrives on scene several minutes later, followed closely by LIAEMS who confirms there are survivors and fatalities. LIAPD requests assistance from CCPD as they establish a perimeter and hot, warm and cold zones around the accident site. EMS confirms the cargo manifest includes medical radiation devices.

 NTSB

15

EM Coordination

LCEMA has activated their EOC, although they do not have a plan for FAC operations. The following agencies have been requested for support: ARCLC, FOLAS, CCCERT, LCVOAD, LCHD, LCMRC and SA-CC.



 NTSB

16

On Scene



Unified Command has been established by a CCFD Battalion Chief and an LIAPD Lt. Mass care operations are being provided by ARCLC and SA-CC. Families are at the airport in large numbers seeking information about the incident.

 NTSB

17

Breaking News

Rescue teams are still searching for survivors among the many dead

Initial reports that there were 198 passengers onboard

LIA is still open for inbound and outbound flights

 NTSB

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Module 1 Small Group Discussion

Please get into your assigned groups and answer questions 1 - 4. You have 20 minutes. Be prepared to report out on your answers and provide justification for those answers.



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20
Time's Up!



20

Module 1 Discussion Questions

1. What tasks will your agency be focused on immediately following notification of the accident?
2. What type of support do you anticipate needing to provide family members? In-person? Virtual/remote? Both?



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Module 1 Discussion Questions (cont.)

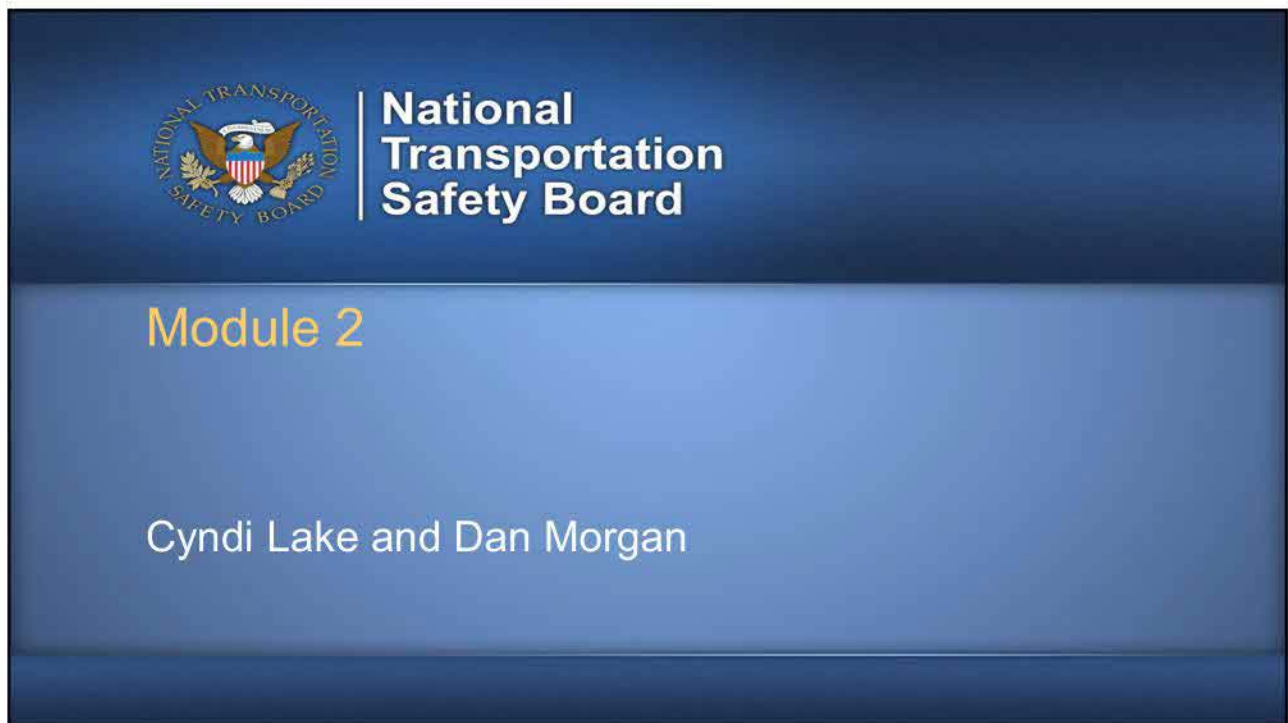
3. In reviewing the fundamental concerns of family members, which concern(s) does your agency have a role in? Describe your role.
4. There are reports of at least 2 foreign nationals onboard. How does this information affect your family assistance response?



22



23



24

Module 2: On Scene

All local public safety resources are focused on the accident. Mutual aid from neighboring counties has been requested. The Mayor's Office is also leaning forward to support any way they can. CIA has provided a preliminary copy of the manifest to NTSB.



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News Report

Alice's Twitter video has been retweeted over 10,000 times

CIA reports that the flight was delayed due to an issue with the landing gear

CC Government official reports that the ME is in way over her head



26

Survivors

38 survivors have been transported to several local hospitals

Search efforts are still underway for additional survivors



27

Fatalities

The number of fatalities at this time is estimated to be around 130. Media outlets are buzzing with conflicting reports on the numbers of survivors and fatalities, but no official sources have released this information.

Recovery efforts are still ongoing so this number may increase.

The remains that have been found show extreme fragmentation, thermal damage and comingling.



28

Hospital Surge

Central City Hospital is reporting that they are in surge and are on diversion. Their emergency department is full, with many patients unrelated to the plane crash who have been waiting for hours to be seen.

Staff are unable to enter the accident victims into the patient tracking system which means families have no information on survivors and where they are. They are activating mutual aid and are requesting support from other hospitals as they can no longer operate as the MOCC



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Coastal International Airlines

CIA has now established their call center in Dallas, staffed with 80 FAO-RRT members and have confirmed that they have an existing agreement with Oak Manor Hotel for FAC operations.



30

4:00 p.m. NTSB Go Team arrives in Central City



 NTSB

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Media Reports

One reporter has counted 14 body bags at the scene and indicates that at least 14 bodies have been found

Cold temperatures and severe storms are predicted overnight

 NTSB

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Module 2 Small Group Discussion

Please get into your assigned groups and answer questions 1-7. You have 25 minutes. Be prepared to report out on your answers and provide justification for those answers.



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Module 2 Discussion Questions

1. During this phase, what is the role of each: ME/C, LEO, FD, Hospitals, Air Carrier, NTSB?
2. How should the air carrier handle manifest requests from local LEO? Mayor? Media?
3. Where should family members go once they arrive in the accident city? How will they know where to go and where to find their loved ones?
4. Family members are bringing dental records, toothbrushes and photographs. How do you respond?



35

Module 2 Discussion Questions (cont.)

5. The NTSB has yet to schedule a family briefing. What information can be shared with family members at this time?
6. The local jurisdiction is receiving calls from family members trying to locate their loved ones, where should family members be directed to get additional information?
7. Family members are concerned about media reports of body bags and the recovery of their loved ones, who should address these questions and what information could be shared at this stage?



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37



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Module 3

Kim Frierson and Max Green
FAO, FB, PE

38

Family Members Arrive

Numerous family members and friends are descending on the airport and local hospitals. They are desperately seeking information about their loved ones. The Governor and Mayor are on their way to the airport and plan to address families once they arrive.



39

News Update

CCPD Chief of Police is on TV stating “Everything at the scene is ruined and cannot be recovered. Central City will work with contractors to ensure all the wreckage and debris is removed and destroyed as soon as possible.”



40

Family Briefing

The first NTSB family briefing is scheduled for the morning after the accident occurs.

Many passengers have been admitted to local hospitals and are unwilling to leave to participate in a family briefing.



41

Breaking News

One news station is reporting that CIA recently received an anonymous letter stating, "Let's see how you do without landing gear." Executives attributed the letter to an unhappy employee who was fired several months ago. However, they are confident that this threat is not related to the accident.



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Module 3 Small Group Discussion

Please get into your assigned groups and answer questions 1-5. You have 20 minutes. Be prepared to report out on your answers and provide justification for those answers.



43

Module 3 Discussion Questions

1. What facilities would be needed to support the Family Assistance Operation (FRC, PGA, FAC, RC, etc.)? Determine the best location(s) for these facilities and justify your decision.
2. Would family assistance support be needed at the hospitals? If so, how would it fit into the larger family assistance operation?



44

Module 3 Discussion Questions (cont.)

3. What do you need to consider in planning for the family briefing, with regards to language, room set-up, food, etc.?
4. The Medical Examiner is unable to participate in the briefing. What are potential issues with this?
5. How will you recover the personal items recovered from the accident site? What might be some potential issues?



45



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Module 4: Long Term/Post Scene

The initial phase of the response has concluded. All passengers have been accounted for. The NTSB investigative team is finishing on-scene documentation and preparing to depart the accident city.



48

Module 4 Small Group Discussion

Please get into your assigned groups and answer questions 1- 6. You have 30 minutes. Be prepared to report out on your answers and provide justification for those answers.



49

Module 4 Discussion Questions

1. Several family members are requesting a site visit. How would you handle this? What are the additional complexities in today's COVID-19 environment?
2. The local jurisdiction is organizing a memorial event. Would your agency participate and what would be your (agency) role?)
3. The NTSB is preparing to leave the accident city, however several passengers remain admitted to local hospitals. What considerations need to be made regarding closing the FAC?



50

Module 4 Discussion Questions

4. Additional personal effects and potential human remains are found at the accident site six months after the accident. How will you respond and who is responsible?
5. It is approaching the year anniversary of the accident and a family member is requesting a monument and anniversary event. How do you respond and who has responsibility for this type of event?
6. An NTSB board meeting has been scheduled. Who is responsible for notifying families? What is the air carrier's responsibility for this in a legislated accident?



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The End

- Thoughts?
- Comments?
- Feedback?



NTSB TRAINING CENTER

TDA 301: Transportation Disaster Response - Family Assistance November 4-6, 2020 - Virtual

Day One

10:00 a.m. - 1:15 p.m.	Welcome, Introductions, and Course Logistics National Transportation Safety Board Overview Family Assistance: The Big Picture History, Legislation, & the 4 Fundamental Concerns of Family Members
1:15 p.m. – 1:45 p.m.	Lunch Break
1:45 p.m. - 4:30 p.m.	International Aspects of Family Assistance Tabletop Exercise: Module 1 Case Study Day One Wrap-up and Questions

Day Two

10:00 a.m. - 1:45 p.m.	Initial Notification of Involvement Victim Accounting and Identification Tabletop Exercise: Module 2 Family Assistance Operations & Support Services
1:45 p.m. - 2:15 p.m.	Lunch Break
2:00 p.m. - 4:30 p.m.	Communicating with Family Members Family Briefings Personal Effects Tabletop Exercise: Module 3 Day Two Wrap-up and Questions

Day Three

10:00 a.m. - 1:00 p.m.	Site Visits, Memorials and Anniversaries Mock Family Briefing Tabletop Exercise: Module 4
1:00 p.m. - 1:30 p.m.	Lunch Break
1:30 p.m. - 4:30 p.m.	Case Study Family Assistance Operations Timeline Knowledge Assessment & Review Course Wrap-up & Evaluations