



Emergency Support Function (ESF) #19
Fatality Management

Primary Agency
New Mexico Office of the Medical Investigator



City of Albuquerque, New Mexico
Emergency Support Function (ESF) #19
FATALITY MANAGEMENT

Purpose:

1. This function addresses general policies and procedures for the collection, identification, and disposition of deceased persons for fatality management purposes and includes mass fatality incidents.

Primary:

- New Mexico Office of the Medical Investigator

Support:

- Albuquerque Department of Municipal Development
- Albuquerque Fire Department
- Albuquerque Police Department
- Ambulance Providers
- American Red Cross
- Community and Faith Based Organizations
- Funeral Directors
- New Mexico Department of Health

Likely Tasks:

- **GENERAL**
- Maintain inventories of resources and equipment.
- Maintain mutual aid agreements.
- **EMERGENCY OPERATIONS CENTER (EOC)**
- Obtain, coordinate fatality management resources as requested by field incident commanders.
- Determine present and future need for medical examiner/fatality management resources.

Likely Tasks Continued:

- Determine if the situation may require temporary morgue facilities.
- Identify potential sites and/or storage facilities for the dead, (i.e., refrigeration units, trucks, trailers, etc.) as well as processing sites.
- Establish and maintain a comprehensive record keeping system for continuous updating and recording of fatality numbers.
- Coordinate implementation of the Mass Fatality Plan. Medical Examiner function includes:
 - Document location of bodies, body parts, property, and related evidence.
 - Collect and transport remains and associated personal effects and evidence.
 - Arrange for temporary storage when necessary.
 - Maintain custody of bodies, property, and personal effects (a shared function with law enforcement if additional facility security is required).
 - Initiate and maintain communication with families and next-of-kin.
 - Gather personal information from families, physicians, and other sources relevant to the identification of remains.
 - Conduct examinations relevant to cause and manner of death, identification of remains, and identification of human factors responsible for incident.
- Coordinate release of remains and property following examination and identification.

State of New Mexico

Primary:

- Department of Health

Support:

- University of New Mexico

Likely Actions:

- Develop guidelines and state plan for the management of mass fatalities resulting from all hazards.
- Cooperate with state and local agencies to provide notification of deaths, fact sheet sharing for possible agents, field investigation information, interviews, autopsy findings, lab test results, and PIO releases.

Likely Actions Continued:

- Assist with the collection, recovery, transportation, storage, examination and release of fatalities with other agencies.
- Recover forensic, medical and physical evidence from the remains for the determination of crimes and for future admissibility in the criminal and civil courts.
- Advise when normal procedures for remains disposition may pose a public health threat.

Federal Government

Primary:

- Department of Health & Human Services, U. S. Public Health Service

Support:

- Department of Defense
- Department of Veterans Affairs
- Federal Emergency Management Agency

Likely Actions:

- Supplemental health and medical services, to include:
 - Needs assessment.
 - Victim identification.
 - Mortuary services.

EMERGENCY SUPPORT FUNCTION #19

FATALITY MANAGEMENT

Primary Agency: New Mexico Office of the Medical Investigator

Primary Coordinator: Office of the Medical Investigator

Support Organizations:

- Albuquerque Department of Municipal Development
- Albuquerque Fire Department
- Albuquerque Police Department
- Ambulance Providers
- American Red Cross
- Community and Faith Based Organizations
- Funeral Directors
- New Mexico Department of Health

I. Introduction.

A. PURPOSE.

This function addresses general policies and procedures for the mitigation, preparedness, response to and recovery from incidents with fatalities. It also provides an initial coordination framework of mass fatality response activities.

B. SCOPE.

This function may be utilized singularly, or in conjunction with the Emergency Operations Center activation.

C. SITUATION.

1. Mass fatalities may occur as a result of the impacts of emergencies to which the City of Albuquerque (CABQ) is subject.
2. Primary concerns of a fatality situations are recovery of the human remains, identification of the human remains, determination of the cause and manner of death, and providing aid to distressed family members.

D. POLICIES.

1. The CABQ will follow policies regarding the removal of human remains authorized by the Medical Investigator or his/her designee and protocols established in this annex and the Mass Fatality Plan for large-scale fatality events.
2. All human remains will be treated with the utmost respect and dignity during the collection and removal process.
3. Personnel involved in the collection, removal and transportation of human remains must use the appropriate levels of protective equipment to prevent any injury or exposure to pathogens.

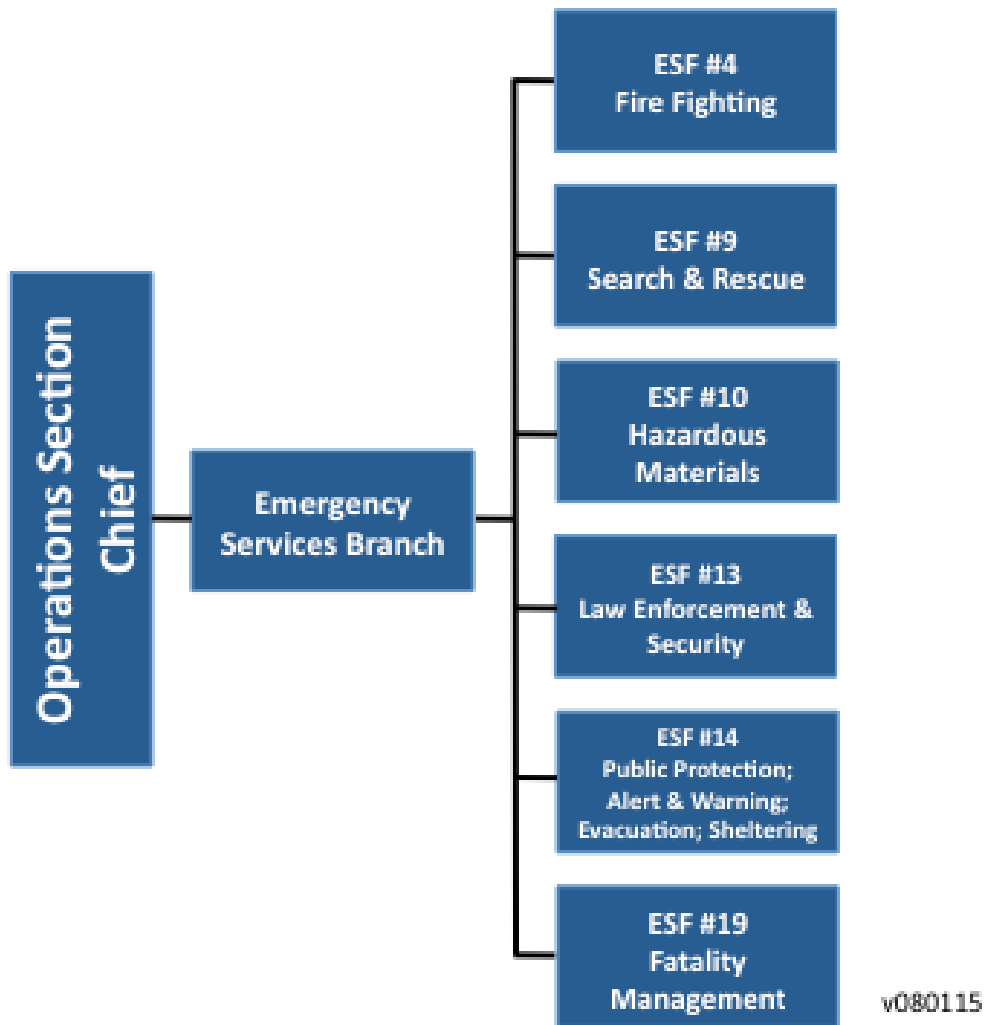
II. Concept Of Operations.**A. GENERAL.**

1. The CABQ will follow policies regarding the removal of human remains authorized by the Medical Investigator or his/her designee and protocols established in this annex and the Mass Fatality Plan for large-scale fatality events.
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B. RESPONSE ORGANIZATION & STRUCTURE.

1. Organizational Chart.
 - ESF #19 is positioned within the Emergency Services Branch during an EOC activation, each ESF under Emergency Services Branch will be headed by a CABQ representative carrying out their ESF role.

The Organizational Structure Of The Emergency Services Branch



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C. PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE.

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE	
NEW MEXICO OFFICE OF THE MEDICAL INVESTIGATOR	
Pre-Emergency	<p>Work with the CABQ OEM to:</p> <ul style="list-style-type: none"> • Maintain this Emergency Support Function (ESF). • Maintain inventories of resources and equipment. • Participate in drills, exercises. • Develop/Maintain emergency action checklists. • Develop/Maintain mutual aid agreements. • Develop and maintain the CABQ Mass Fatality Incident Plan. • Pre-identify temporary morgue facilities. • Maintain inventories of resources and equipment and provide to OEM. • Pre-identify means of transporting the deceased if normal channels are unavailable. • Participate in drills, exercises and other scheduled training events. • Establish and maintain a comprehensive record keeping system for continuous updating and recording of fatality numbers. • Complete Incident Command System training for adequate implementation during emergencies.
Emergency	<ul style="list-style-type: none"> • Determine if there have been fatalities and the numbers involved. • Plan for collection sites, recovery teams and personnel to bring fatalities in from the field. • Make sure that locations are noted where each body was found and that all information is appropriately tagged or attached (i.e. date, time, approximate age, location and identification if known). • Protect the property and personal effects of the deceased. • Notify relatives. • Provide scene security and evidence identification. • Provide security for temporary morgues. • When notified, report to the CABQ EOC. • Establish effective fatality management incident management structure within the on-scene Operations Section. • Procure equipment and supplies necessary for: <ul style="list-style-type: none"> – Tag and flag operations. – Establishment of a temporary morgue, if needed. – Body transportation. – Temporary cold storage (portable units i.e., refrigeration trucks, or portable refrigeration containers). • Identify, set up, and coordinate activities at the Incident Morgue to include:

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE	
NEW MEXICO OFFICE OF THE MEDICAL INVESTIGATOR	
	<ul style="list-style-type: none"> – Victim tracking. – Fingerprinting. – Physical examinations. – Withdrawal of blood and body fluids. – Forensic examinations. – Victim identification. – Preparation for final disposition and release of remains. • Advise on the use of Personal Protective Equipment as appropriate. • Assure epidemiological monitoring and surveillance is occurring. • Establish and maintain a comprehensive recordkeeping system for continuous updating and recording fatality numbers. • Coordinate with the established Public Information capabilities within the on-scene structure or within the Joint Public Information System at the EOC to ensure accurate and expedient dissemination of information.
Emergency Operations Center (EOC)	<ul style="list-style-type: none"> • Staff ESF #19 position in the CABQ EOC. • Implement and coordinate Mass Fatality procedures. • Coordinate and facilitate the fatality management if the event is not under the jurisdiction of OMI. • Determine present and future need for medical examiner/fatality management resources. <ul style="list-style-type: none"> – Determine if the situation may require temporary morgue facilities. – Identify potential sites and/or storage facilities for the dead, (i.e., refrigeration units, trucks, trailers, etc.) as well as processing sites. • Obtain, coordinate fatality management resources as requested by field incident commanders. • Establish and maintain a comprehensive record keeping system for continuous updating and recording of fatality numbers. • Establish, maintain contact with the NM DHSEM EOC through the EOC Manager. • Provide information on status and need for fatality management re- sources. • Liaison with New Mexico Funeral Directors Association to provide assistance in the mass facilities incidents by providing recovery, evacuation, mortuary operations, identification and notification. • Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief.
Recovery Actions	<ul style="list-style-type: none"> • Compilation of final reports. • Participate in after-action/improvement planning incident evaluation process. • Provide continued support to fatality management personnel.

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE

NEW MEXICO OFFICE OF THE MEDICAL INVESTIGATOR

- Revise plans to reflect changes in programs and procedures.

D. SUPPORT ORGANIZATION'S RESPONSIBILITIES AND TASKS.

SUPPORT ORGANIZATIONS' RESPONSIBILITIES AND TASKS

<p>Albuquerque Department of Municipal Development</p>	<ul style="list-style-type: none"> • Provide equipment, personnel, and other resources for heavy and specialized equipment. • Identify contractors who can provide heavy and specialized equipment to support fatality management activities. • Record costs/expenditures and forward them to this ESF's Group Supervisor.
<p>Albuquerque Fire Department</p>	<ul style="list-style-type: none"> • Assist with emergency services at disaster scene, fatality collection points, and incident morgue. • Provide hazardous materials consultation. • Support search and recovery efforts. • Conduct gross decontamination. <ul style="list-style-type: none"> – Provide assistance to the Medical Investigator for the removal/ recovery of remains. • Record costs/expenditures and forward them to this ESF's Group Supervisor.
<p>Albuquerque Police Department</p>	<ul style="list-style-type: none"> • Coordinate perimeter control and scene security at incident site(s), at designated mortuaries and/or temporary morgue sites, and Family Assistance Centers. • Escort refrigerated vehicles from incident scene to morgue sites. • Support search and recovery activities. • Assist in activities to document, reconstruct, and investigate incident Support search and recovery activities. • Provide assistance to support management of human remains. <ul style="list-style-type: none"> – Assist Medical Investigator with notification of next of kin or representative. • Record costs/expenditures and forward them to this ESF's Group Supervisor.
<p>Ambulance Providers</p>	<ul style="list-style-type: none"> • Assist with transportation of human remains as requested. • Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief. • Assist with transportation of human remains as requested.

SUPPORT ORGANIZATIONS' RESPONSIBILITIES AND TASKS	
	<ul style="list-style-type: none"> • Assist with emergency services at disaster scene, fatality collection points, and incident morgue. • Support search and recovery efforts. • Provide assistance to the Medical Examiner for the removal/recovery of remains. • Record costs and expenditures and forward them to this ESF.
American Red Cross	<ul style="list-style-type: none"> • Notify OEM when activated. • Provide a representative to the EOC to coordinate ARC operation. • Assist with the identification and establishment of support facilities for responder care and feeding. • Establish facilities and facilitate the exchange of information for victim and family support services. • Provide additional services such as family escorts, public inquiry and locator program, childcare services, and assistance with planning of memorial services. • In application to aircraft incidents: <ul style="list-style-type: none"> – Establish Family Assistance Centers for family members. – Registration and identification of family members. – Mental health support. – Physical health support. – Childcare as needed. – Spiritual care support. • Assist Medical Investigator with notification of next of kin or representative. • Record costs/ expenditures and forward them to this ESF's Group Supervisor.
Community and Faith Based Organizations	<ul style="list-style-type: none"> • Advise on issues of cultural/religious sensitivity. • Provide grief counseling. • Recruit and coordinate clergy. • Provide assistance with mental health support for emergency workers and families as appropriate. • Assist in providing language services for family assistance centers as requested.
Funeral Directors	<ul style="list-style-type: none"> • Assist in recovery, transportation, mortuary operations, identification and notification. • Coordinate embalming, transportation and final disposition of bodies.
New Mexico Department of Health	<ul style="list-style-type: none"> • Assure epidemiological monitoring and disease control surveillance are occurring as well as other requested public health related activities. • Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief.

E. LIFE SAFETY ASSESSMENT.

An initial EOC priority is to gather as much intelligence about the extent of damage as soon as possible. As soon as possible, The Office of Medical Investigator will submit situation reports to the EOC.

F. EVACUATION.

1. The Office of Medical Investigator should implement evacuation orders due to unsafe buildings, fire danger, hazardous materials, or any other reason identified by competent authority. All agencies will take lawful actions necessary to save lives and property.
2. Large-Scale evacuation orders will be coordinated with the EOC to ensure the evacuees are moved to an appropriate shelter, and the requirements of access and functional needs populations and individuals are provided for

G. FIELD OPERATIONS.

1. The Office of Medical Investigator emergency actions include:
 - Determining the probable cause of any fatalities and the numbers involved.
 - Planning for collection site, if necessary, and personnel to bring fatalities in from the field, as well as security for site where fatalities occurred.
 - Establish effective fatality management incident management structure within the on-scene Operations Section.
 - Making sure that all fatality management procedures are followed.
2. Hazardous Materials Response.
 - The Office of Medical Investigator or mortuary services units responding to a hazardous material incident will ensure that they have a full understanding of the Incident Commander's assessment of the situation and that they take full and proper precautions to protect themselves.
 - Only personnel having proper training should be deployed to a hazardous material incident.

III. Response Actions.**A. NOTIFICATION.**

Upon notification by CABQ OEM Director or designee of an incident, the ESF coordinator will notify support departments and organizations of potential need for ESF #19 response in accordance with ESF #19 procedures and checklists. Notification may occur via landline, cell

phones, electronic means, and/or two-way radios.

B. ACTIVATION.

Activation of ESF #19 will be determined by the OEM Duty officer, by the OEM Director or by request of the ESF responding agency based on the needs of the incident.

C. ONGOING ACTIVITIES.

1. ESF #19 departments and organizations participate in activities throughout the emergency management cycle:
 - Prepare an increased readiness or initial response report for the first meeting with the EOC Manager.
 - Check staffing often and if needed personnel are still absent, begin calling successors.
 - If more than one shift of ESF #19 liaison staffing is likely to be needed, prepare a shift schedule and post it.
 - Coordinate ESF #19 staffing and resources to address actions as applicable, to fulfill mission(s)/tasking(s) from Operations Chief and/or Incident Action Plan (IAP), and as needed based on incident.
 - Compile and report ESF #19 updates regarding mission(s)/tasking(s); status of personnel, equipment, and supplies; and capability/resource needs to the Operations Section in the EOC on established schedule.
 - Maintain ESF #19 documentation as requested by Operations Section or EOC manager.
 - If relocating to the alternate EOC, ensure that ESF #19 personnel/teams are informed of relocation and establish communications with alternate EOC.

D. DEACTIVATION.

1. The EOC will be deactivated or the response level will be lowered when the event needs have decreased. Deactivation or change in response level may also occur as a result of a transition of the EOC mission from response to recovery. EOC activation status may be changed when determined appropriate by the EOC Manager.
2. Upon EOC deactivation, ESF #19 responsibilities will either be deactivated or assumed by an appropriate department. Once the decision to deactivate the EOC has been reached, the following activities may be necessary:
 - Complete or transfer remaining coordinating activities to the appropriate department operation center or ESF(s).
 - Coordinate the physical closing of the EOC, to include staff release, equipment pack

up, return and inventory.

- Coordinate the release of a public deactivation announcement with the JIC.
- Provide deactivation information and a final status report to all involved response departments and/or coordinating and supporting ESF departments.

IV. Attachments And References.

A. ATTACHMENTS.

None.

B. REFERENCES.

None.

C. PROVISIO.

1. This support annex has been prepared in accordance with the standards of the National Incident Management System and other Federal and State requirements and standards for emergency plans applicable of the plan's preparation date.
2. The plan provides a broad planned framework for response and recovery; it is intended for use in further development for response capabilities, implementation of training and exercises, and defining the general approach to incident response. The actual response to an incident is dependent on:
 - a. The specific conditions of the incident, including incident type, geographic extent, severity, timing, and duration;
 - b. The availability of resources for response at the time of the incident;
 - c. Decisions of incident command staff and political leadership;
 - d. Actions taken by neighboring jurisdictions, the State, and the Federal Government.
 - e. These and other factors may result in unforeseen circumstances, prevent the implementation of plan components, or require actions that are significantly different from those described in the plan.

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