



# 2014 Rapid Incident Scene Clearance Annual Report



**Florida's Turnpike Enterprise  
FTE Incident Management Team  
January 1, 2015**

**Florida's Turnpike RISC Team**



**J & J**



**Sisters**



**American**



**Zuccala**



**ASuperior**



**Emerald**



**Westway**



**Tri-County**



**Kauff's**



**Johnson's**



**Car Store**



**Stepp's**

## Introduction

The innovative Rapid Incident Scene Clearance (RISC) heavy-duty towing and recovery program is a major component of Florida's Turnpike Traffic Incident Management Enhancement program. Developed and implemented by Florida's Turnpike in 2004 to reduce the impact of major large-vehicle traffic incidents, RISC helps meet Florida's Open Roads Policy goal of clearing the roadway in 90 minutes or less. Now a statewide incentive-based program, RISC pays monetary bonuses of \$600 to \$3500 to qualified participating tow companies for meeting stated safe, quick clearance goals.

To participate in the program, towing and recovery companies must meet contractual equipment and training standards to ensure the safe and efficient clearance of major incidents. Once activated, recovery contractors are required to respond to the incident scene within 60 minutes with two heavy-duty Class D wreckers and a MOT support truck and open the travel lanes within 90 minutes once they are given a notice to proceed. The contractor may be assessed liquidated damages if the travel lanes are not open within 150 minutes. The Turnpike Traffic Management Center (TMC) serves as the official timekeeper of RISC milestones and is the primary contact for the Florida Highway Patrol (FHP) and the hub of traffic and incident management communications.

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## Program Performance Summary

Since the program's inception in March 2004, there have been 697 RISC activations, operating at a 95 percent success rate in incidents where the vendor made its contractual arrival time, received a Notice to Proceed (NTP) and was used to clear the incident.

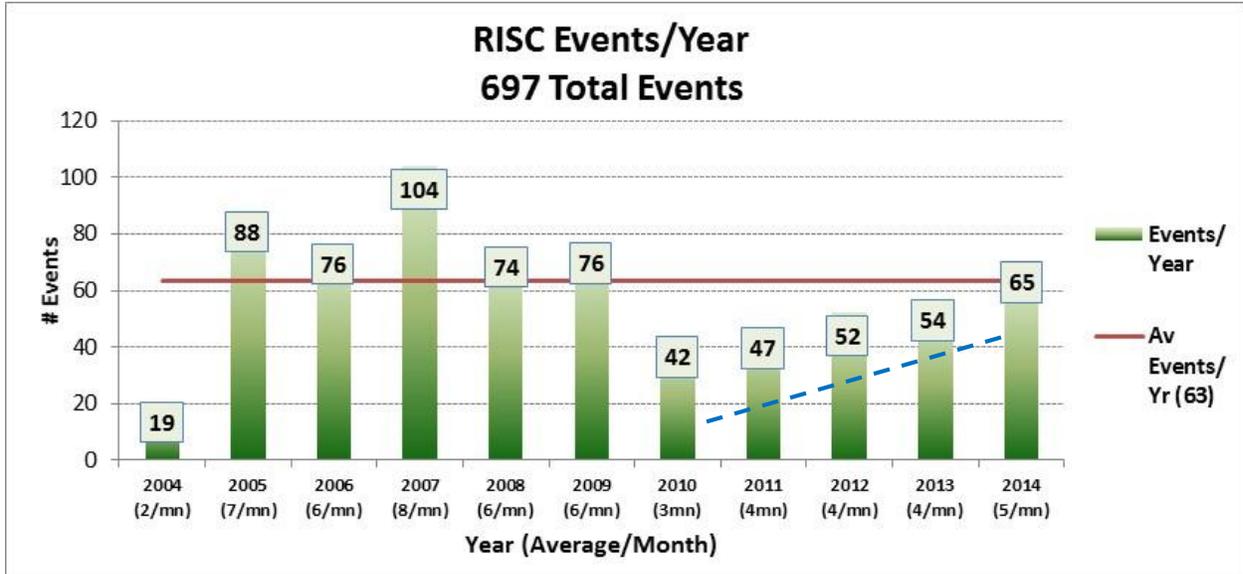


Figure 1 – RISC Activations per Year

The overall program average response time to the scene is 47.9 minutes. Clearance times (after notice-to-proceed) have ranged from five to 204 minutes, with an average clearance time of 54.2 minutes.

### 2014 RISC Performance

In 2014, there were 65 activations with a 47.9 minute average response time and 57.3 minute average clearance time. The first wrecker average arrival time was 34.5 minutes. The 2014 on-time arrival rate was 98% and the clearance rate for incidents with Notice to Proceed (NTP) was 97 percent. The number of activations in 2014, 65, was slightly above the overall program yearly average of 63 and reflects the continuing steady increase of events over the last five years (a 54% increase over 2010 (dashed line in Figure 1)).

Vendors earned an incentive bonus for 62 of the 65 activations, 95 percent (4 not used to clear). Of the three activations where no bonus was paid, one was for late arrival time and two were for long clearance time (after making arrival time). Breaking down the one activation with a late arrival time misses involved missing the full equipment arrival time.

- Response time is heavily dependent on the location of the incidents with respect to the distance from the contractor's facility.
- Notice-to-proceed (NTP) is the time when law enforcement and/or Turnpike Roadway representative permits the contractor to commence recovery, and is generally beyond the contractor's control. Some activities may be permitted prior to NTP.
- Clearance time, the time to clear the travel lanes after NTP is issued, is under the direction of the contractor as the contractor determines the clearance methods.

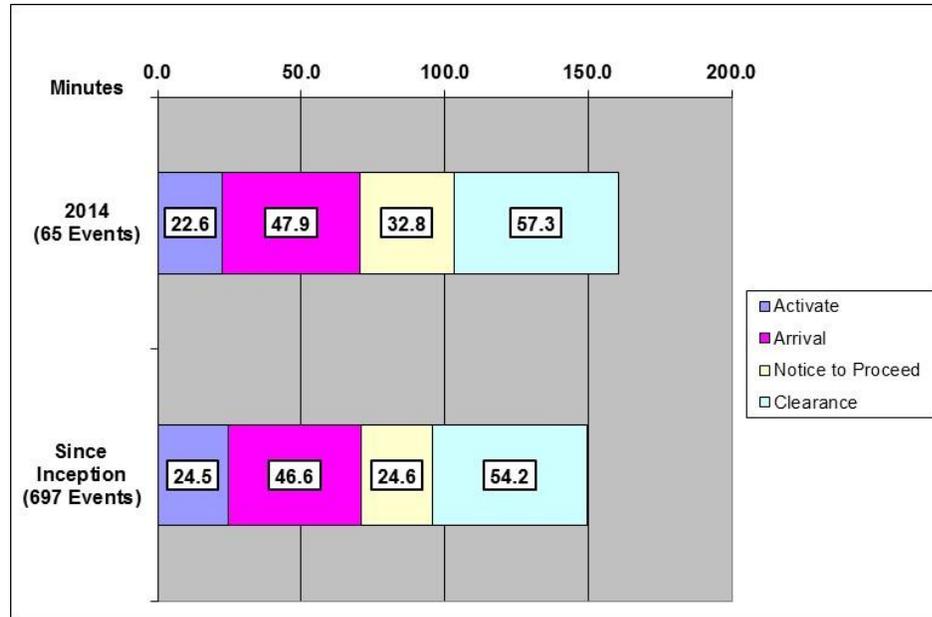


Figure 2- RISC Average Times

In 2014, Activation, Arrival, Notice to Proceed, Clearance and Total Incident times were all lower than 2013 and slightly greater than average from program inception.

Four incidents had activation times more than 60 minutes, most of which involved an extended decision-making on the need for RISC. Average time for these five events was 74 minutes

One incident has an extended late arrival of 121 minutes.

Seven incidents had extended Notice to Proceed times, with an average of 197 minutes. These were due to the circumstances involved in each of the event, such as fatalities involved, HazMat, flammable materials and loose cattle on the roadway.

Two incidents had clearance times exceeding 90 minutes, averaging 164 minutes each. These involved a tractor trailer overturning carrying loose gravel and a fully-loaded cement tractor trailer carrier.

Four 2014 RISC events occurred in the area with extended allowable response times (mile post 190 to mile post 240), averaging 59 minutes for the first wrecker arrival and 74 minutes for the RISC package arrival.

While there was a marked improvement in the vendors' performance from 2013 to 2014, a continuing effort will be made in 2015 to work very closely with the RISC vendors in adhering to the requirements of the RISC program and continued interface with FHP to minimize activation and Notice to Proceed times wherever possible.



Figure 3 below provides an illustration of average event times for the most last five years and for the program since inception.

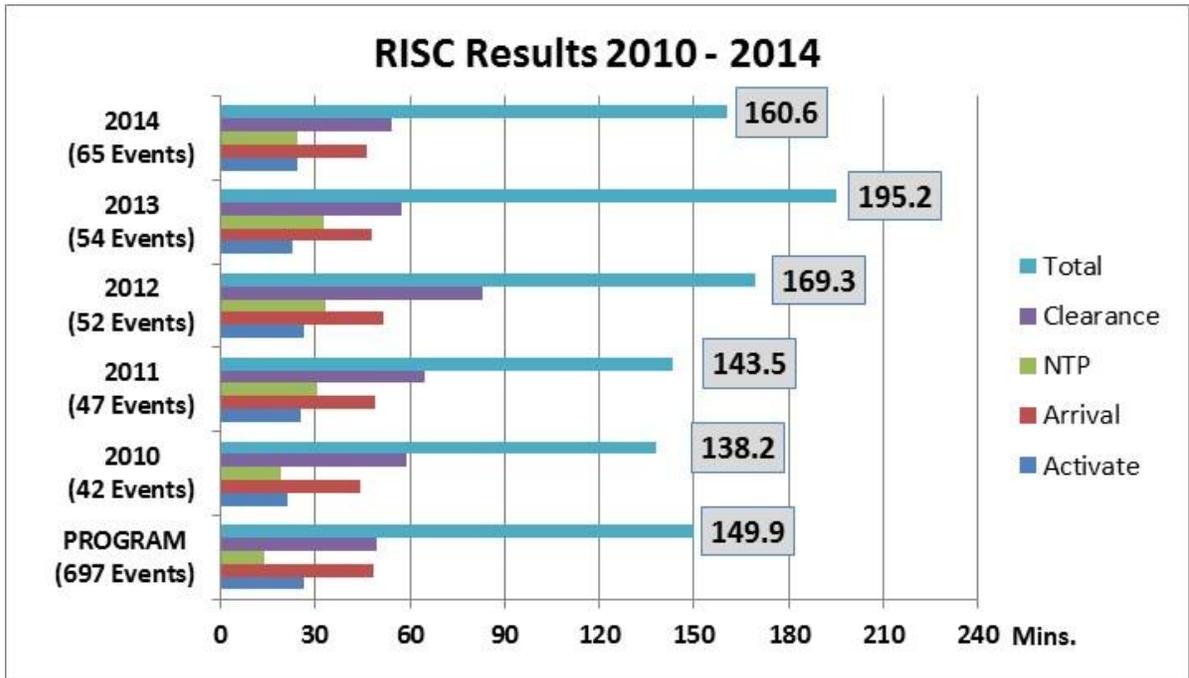


Figure 3 - RISC Duration

### Activations by Location

RISC incidents since inception and for 2014 are shown by location in Figure 4. Activations are shown for each 10-mile segment on both the Homestead Extension of Florida's Turnpike (HEFT) and Turnpike Mainline.

For 2014, the segment with the highest number of activations (6) was the Miami-Dade County HEFT segment from MP 40 to MP 49. One segment had five activations: MP 70 – 79 (Palm Beach) and two segments had four activations: MP 80 – 89 (Palm Beach) and MP 280 – 289 (Lake).

Table 1 lists the RISC events for 2014 by date, location and vendor activated.



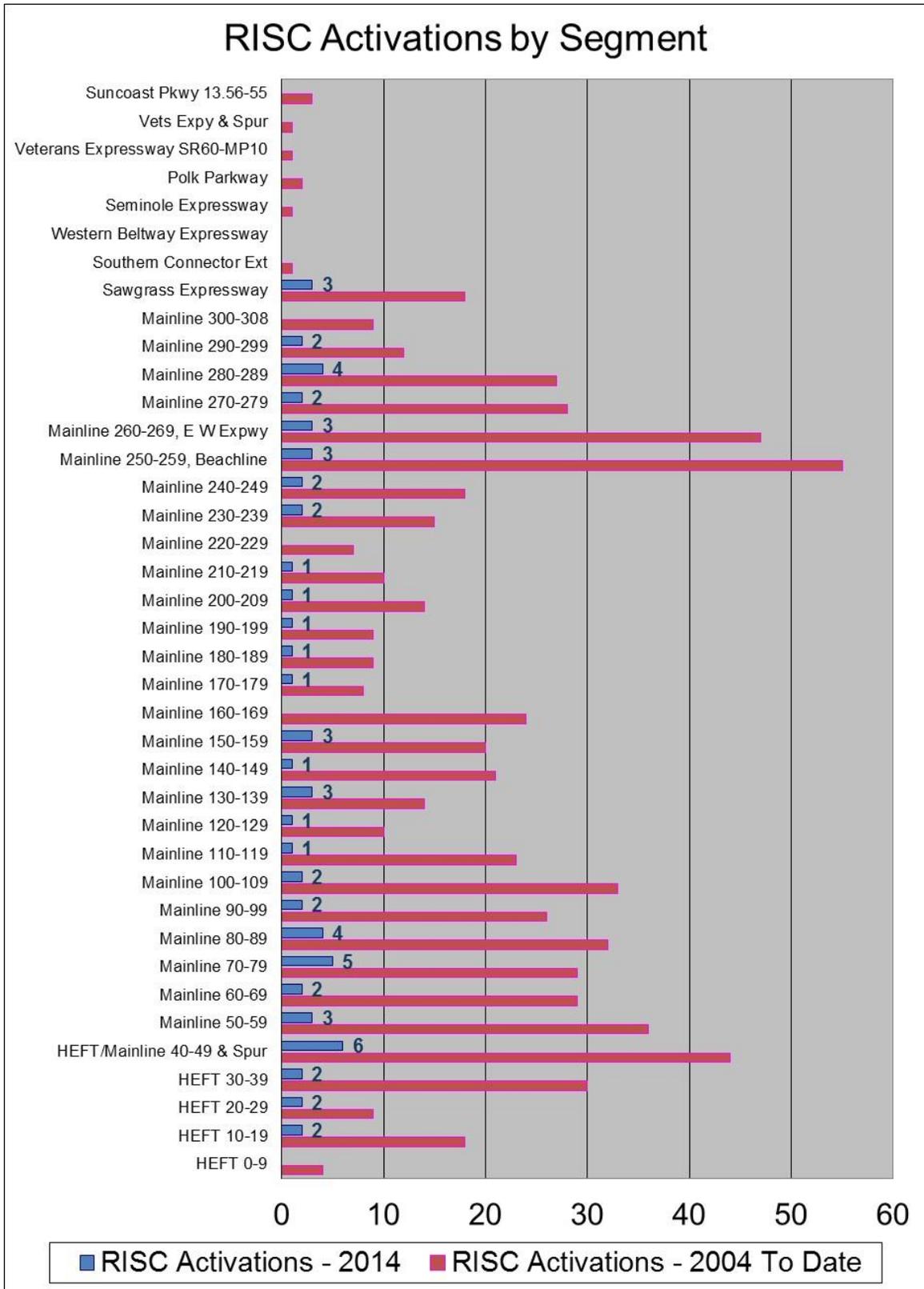


Figure 4 - RISC Activations by Segment

Event #	Date	Location	County	Vendor	Type (Missed Clear Time)
1	01/1/14	MM 156 SB	St. Lucie	Tri-County	Tractor Trailer Crash
2	01/03/14	MM 290 NB	Lake	Johnson's	Tractor Trailer Crash
3	01/17/14	MM 46 NB	Broward	Westway	Multi-Vehicle Crash
4	01/24/14	MM 152 SB	St. Lucie	Tri-County	Car Carrier Fire
5	01/31/14	MM 76 NB	Palm Beach	SIRT	Tractor Trailer Crash
6	02/01/14	MM 98 SB	Palm Beach	Sisters	Motorhome Rollover
7	02/04/14	MM 45 NB	Broward	J & J	Jackknifed Tractor Trailer
8	03/20/14	MM 35 NB	Miami-Dade	Open Road Recovery	Gravel Truck Rollover
9	03/25/14	MM 67 SB	Broward	Westway	Tandem TT Rollover
10	03/26/14	MM 267 NB	Orange	Johnson's	TT Lost Load
11	04/03/14	MM 99 NB	Palm Beach	Open Road Recovery	Landscaping Truck Rollover
12	04/15/14	MM 282 SB	Lake	Johnson's	Jackknifed Tractor Trailer
13	04/17/14	MM 42 SB	Broward	American	Dump Truck Rollover
14	04/21/14	MM 117 SB	Palm Beach	Tri-County	Truck Lost Load
15	04/29/14	MM 240 SB	Osceola	Car Store	Tractor Trailer Fire
16	05/01/14	MM 34 SB	Miami-Dade	American	Waste Truck Crash
17	05/06/14	MM 267A NB	Orange	Car Store	Tractor Trailer Rollover
18	05/06/14	MM 130 SB	Martin	Open Road Recovery	Truck vs. Overhead Bridge
19	05/12/14	MM 144 NB	St. Lucie	Open Road Recovery	Tractor Trailer Rollover
20	05/29/14	MM 81 NB	Palm Beach	J & J	Dump Truck Rollover
21	06/05/14	MM 296 SB	Lake	Car Store	Tractor Trailer Fire
22	06/14/14	MM 48 SB	Broward	Open Road Recovery	Truck/Trailer Rollover
23	06/17/14	MM 271 NB	Orange	Johnson's	Tractor Trailer Crash
24	06/18/14	MM 254 SB	Orange	Car Store	Tractor Trailer Rollover
25	06/16/14	MM 267B SB	Orange	Johnson's	Tractor Trailer Rollover
26	06/20/14	MM 136 NB	Martin	Tri-County	Tandem TT Rollover
27	06/25/14	MM 18 SB SR869	Broward	SIRT	Cement Truck Rollover
28	07/04/14	MM 23 NB	Miami-Dade	American	Jackknifed Tractor Trailer
29	07/25/14	MM 94 SB	Palm Beach	Sister's	Truck/Trailer Jackknifed
30	07/26/14	MM 19 NB	Miami-Dade	Open Road Recovery	Cement Truck Rollover
31	07/27/14	MM 250 NB	Orange	Johnson's	Truck/Trailer Rollover
32	07/27/14	MM 127 SB	Martin	Tri-County	Truck vs. Median Wall
33	07/28/14	MM 47 NB	Broward	SIRT	Tractor Trailer Rollover
34	07/31/14	MM 19 SB SR869	Broward	Westway	Tractor Trailer Rollover
35	08/02/14	MM 87 SB	Palm Beach	Open Road Recovery	Cement Truck Rollover
36	08/04/14	MM 104 SB	Palm Beach	Open Road Recovery	Dump Truck Rollover
37	08/14/14	MM 58 NB	Broward	SIRT	Dump Truck Rollover
38	09/02/14	MM 75 NB	Palm Beach	Westway	Truck Rollover
39	09/03/14	MM 270 SB	Orange	Car Store	RV Fire
40	09/09/14	MM 243 NB	Osceola	Johnson's	Car Carrier Jackknifed
41	09/24/14	MM 180 NB	Indian River	Open Road Recovery	Jackknifed Tractor Trailer
42	09/26/14	MM 53 NB	Broward	Westway	Tractor Trailer Crash

Table 1 – 2014 RISC Activations by Date/Location

Event #	Date	Location	County	Vendor	Type (Missed Clear Time)
43	09/29/14	MM 284 NB	Lake	Car Store	Tractor Trailer Rollover
44	10/13/14	MM 80 NB	Palm Beach	Westway	Overtaken Truck
45	10/13/14	MM 175 SB	Indian River	Tri-County	Overtaken Tractor Trailer
46	10/24/14	MM 26 SB	Miami-Dade	Open Road Recovery	Jackknifed Tractor Trailer
47	10/24/14	MM 19 SB	Miami-Dade	American	Jackknifed Tractor Trailer
48	10/28/14	MM 6 NB SR869	Broward	J & J	Car Carrier Roll Over
49	10/28/14	MM 138 NB	St. Lucie	Open Road Recovery	Garbage Truck Roll Over
50	11/5/14	MM 254 NB	Orange	Car Store	Garbage Truck Roll Over
51	11/18/14	MM 157 SB	St. Lucie	Open Road Recovery	Tractor Trailer Rollover
52	11/21/14	MM 80 SB	Palm Beach	J & J	Jackknifed Truck
53	11/24/14	MM 104 SB	Palm Beach	Open Road Recovery	Pickup Puller Trailer Crash
54	1/25/14	MM 288 SB	Lake	Johnson's	Multiple TT Crash
55	11/25/14	MM 72 SB	Broward	J & J	Overtaken Box Truck
56	11/25/14	MM 212 SB	Osceola	Car Store	Overtaken TT – Cable
57	11/25/14	MM 280 SB	Lake	Johnson's	Jackknifed TT
58	12/2/14	MM 54 NB	Broward	J & J	Truck Lost Load
59	12/7/14	MM 75 NB	Palm Beach	Open Road Recovery	Overtaken Box Truck
60	12/8/14	MM 69 NB	Broward	J & J	Overtaken TT
61	12/10/14	MM 232 NB	Osceola	Johnson's	Overtaken TT
62	12/10/14	MM 232 SB	Osceola	Car Store	Overtaken TT
63	12/18/14	MM 49 NB	Broward	American	Overtaken Box Truck
64	12/30/14	MM 195 SB	Osceola	Tri-County	Tractor Trailer Fire
65	12/31/14	MM 201 NB	Osceola	Open Road Recovery	TT vs. Vehicles (fatal)

Table 1 – 2014 RISC Activations by Date/Location (cont.)



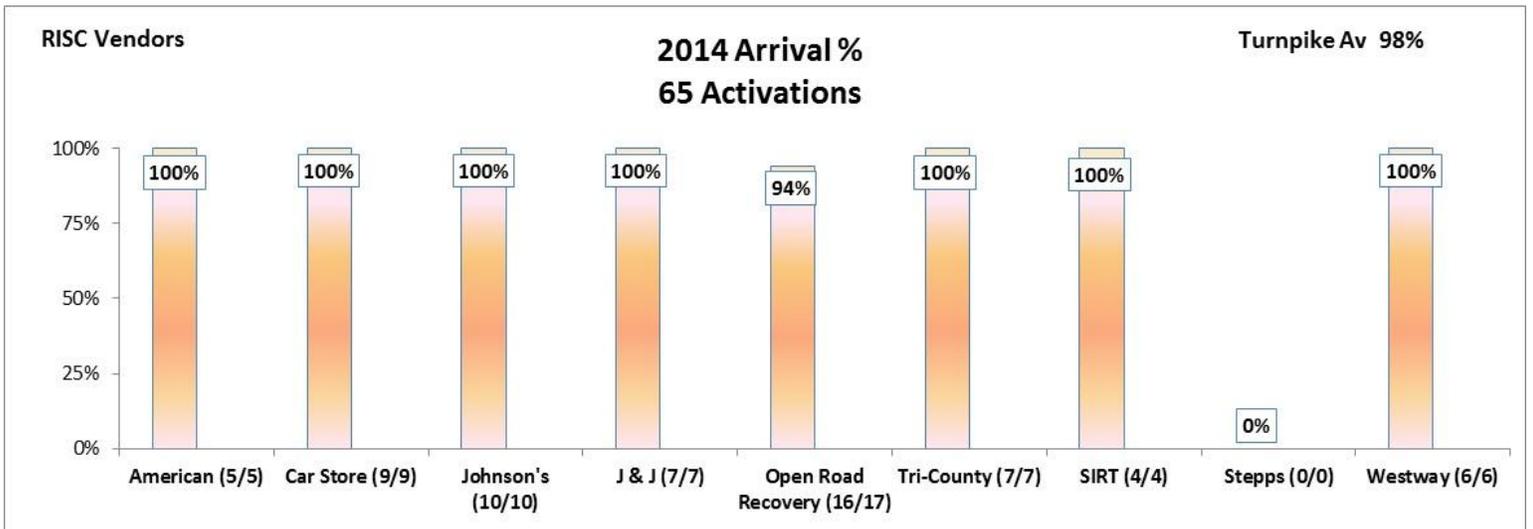


Figure 5 – 2014 Vendor On-Time Arrival Performance

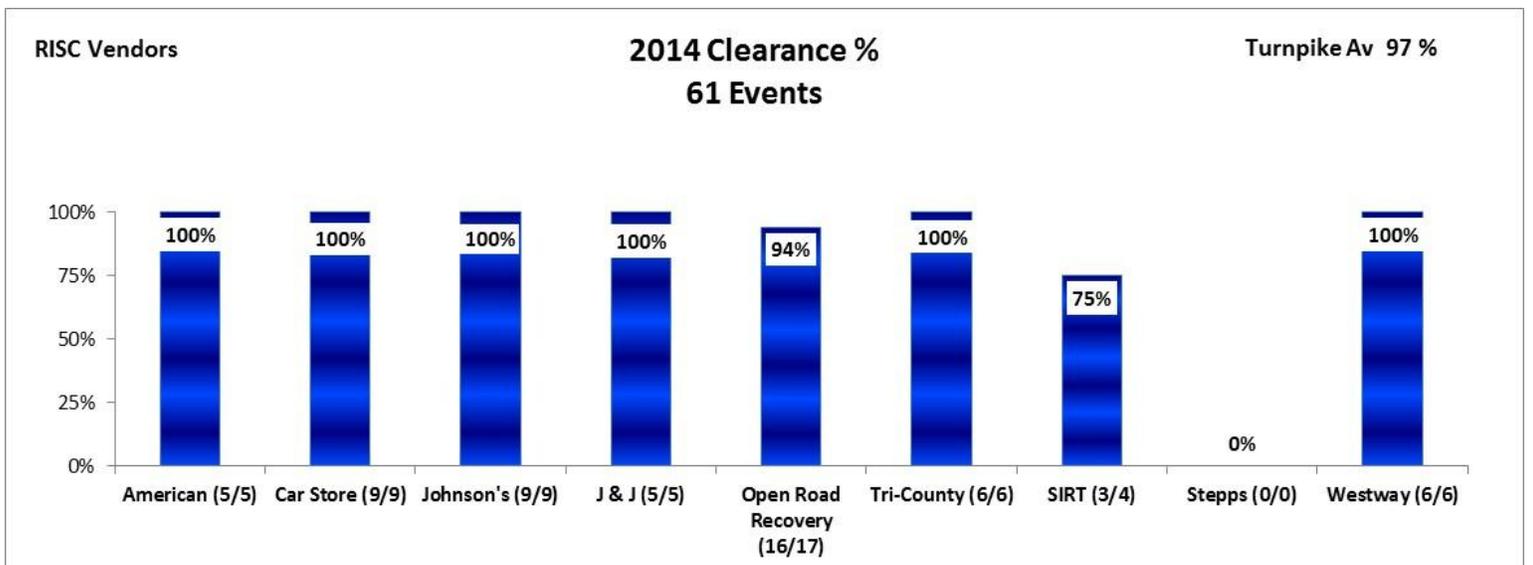


Figure 6 – 2014 Vendor On-Time Scene Clearance Performance



## RISC Vendors

Prospective vendors apply to be on the RISC program through an open invitation to negotiate (ITN). The prospective vendor's application is reviewed, equipment is inspected, and operator certification verified prior to acceptance. Once approved, the vendor is added to the RISC callout list. Should multiple vendors be approved for the same 10-mile roadway segments, a rotation system is implemented for dispatch by the Turnpike's TMC. Vendor coverage areas are illustrated in Figure 11, page 18.

Each Turnpike vendor, excluding Stepp's Towing was activated at least once in 2014, ranging from five for American to 17 for Open Road Recovery. Turnpike System RISC vendors and coverage areas:

- **American Towing**

- Homestead Extension MP 0 - 46.5
- Turnpike Spur MP 0X - 3.42X
- Turnpike Mainline MP 46.5 - 50

- **Open Road Recovery LLC (Kauff's, Zuccala, Sisters, Moss)**

- Homestead Extension MP 0 - 46.5
- Turnpike Spur MP 0X - 3.42X
- Turnpike Mainline MP 46.5 - 50

- **J&J Towing**

- Homestead Extension MP 40 – 46.5
- Turnpike Spur MP 0X – 3.42X
- Turnpike Mainline MP 46.5 – 99
- Sawgrass Expwy

- **West Way Towing**

- Homestead Extension MP 0 – 46.5
- Turnpike Spur MP 0X – 3.42X
- Turnpike Mainline MP 46.5 – 99
- Sawgrass Expwy

- **Severe Incident Recovery Team (ASuperior, Emerald)**

- Homestead Extension MP 40 – 46.5
- Turnpike Spur MP 0X – 3.42X
- Turnpike Mainline MP 46.5 – 80
- Sawgrass Expressway

- **Tri-County**

- Turnpike Mainline MP 110 – 210 (MP 190 – 240 90 minute response time)

- **The Car Store**

- Turnpike Mainline MP 210 – 240 (90 minute response time)
- Turnpike Mainline MP 240 – I-75
- Beachline Expwy I-4 – MP 8.4

- **Johnson's Wrecker Service**

- Turnpike Mainline MP 210 – 240 (90 minute response time)
- Turnpike Mainline MP 240 – I-75
- Beachline Expressway I-4 – MP 8.4
- East West Expwy MP 0 – 1.7
- Western Beltway
- Seminole Expwy

- **Stepp's Towing**

- Veterans Expressway
- Suncoast Parkway
- Polk Parkway

## 2014 RISC Vendor Performance

Once on scene, the performance of RISC vendors varied according to the circumstances involved in the incident clearance. However, because of the varying geographical areas and varying number of calls per vendor, it is difficult to directly compare one vendor to another. RISC vendors received between 5 (American) and 17 (Open Road Recovery) activations for 2014 (Figure 8), with an average number of 8 calls per vendor.

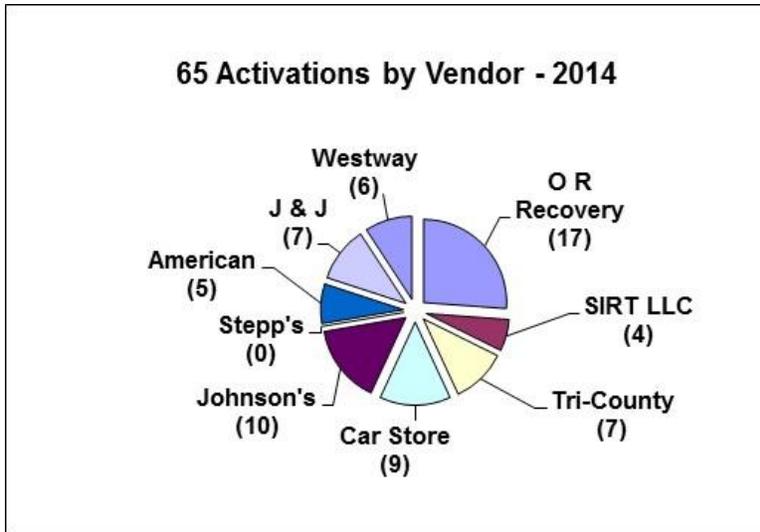


Figure 7 – 2014 Activations by Vendor

To gauge overall vendor performance, we assessed the two incident performance measures over which the vendor has the most control: response and clearance times.

- Average response times varied from 37.7 minutes for J & J to 53.8 minutes for Open Road Recovery.
- Average clearance times ranged from 34.8 minutes for American and J & J to 77.8 minutes for SIRT (Figure 7).
- The shortest average response plus clearance time (72.5 minutes) was achieved by J & J; the longest (117.6) was achieved by Open Road Recovery.

Six of the eight vendors activated had 100 percent on-time arrivals to RISC incidents; the 2014 program average is 98 percent (Figure 5). Vendors earned an incentive bonus for 62 of the 65 activations, 95 percent (4 not used to clear). Of the three activations where no bonus was paid, one was for late arrival time and two were for long clearance time (after making arrival time). Breaking down the one activation with a late arrival time involved missing the full RISC equipment required arrival time.



## RISC Event # 4

Location: SB Mainline MP 152

Date/Time: 01/21/14  
10:03 a.m.

Description: Car Carrier tractor trailer fire

Effect: All Lanes Blocked SB

Completion: All Lanes re-opened 11:30 a.m.

Vendor: Tri-County



### RISC Event # 14

Location: NB Mainline  
MP 267A

Date/Time: 05/06/14 5:27 a.m.

Description: Overturned tractor trailer (fatality) with spill

Effect: On-ramp Blocked

Completion: Ramp re-opened  
10:20 a.m.

Vendor: The Car Store

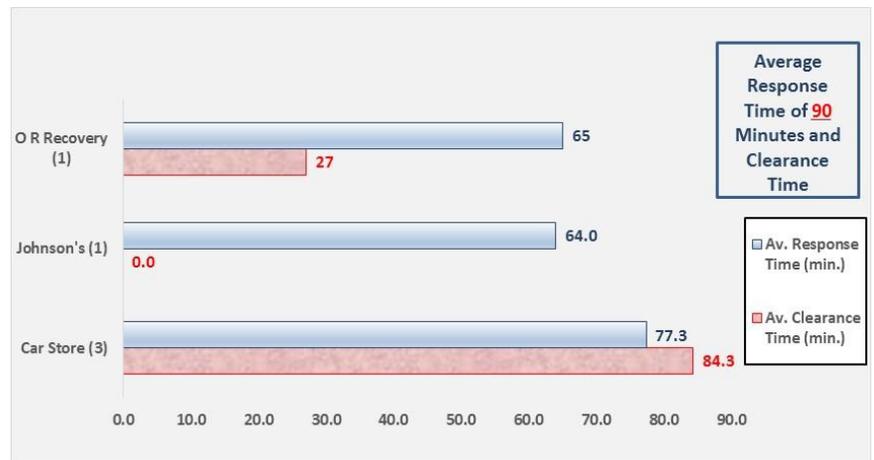
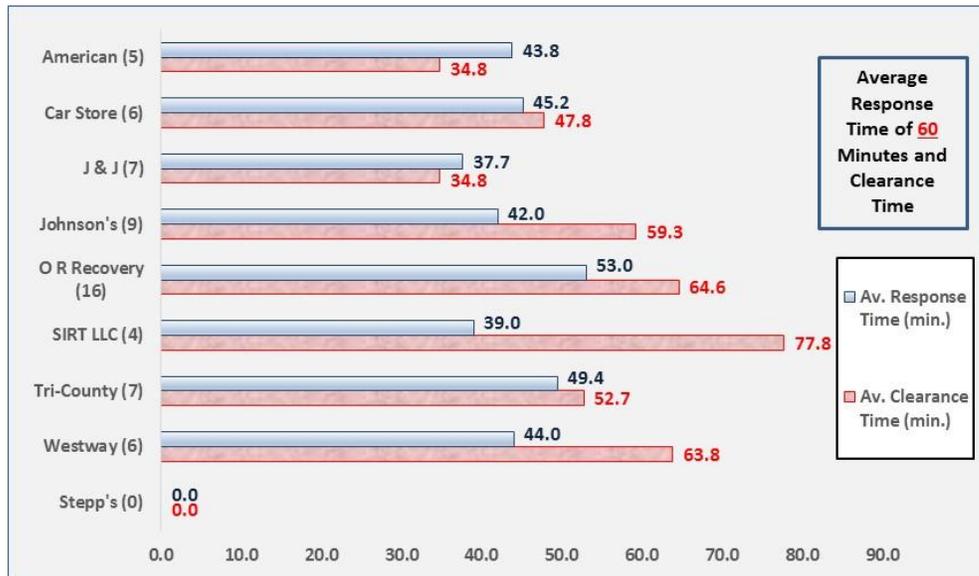


Figure 8 - 2014 Response and Clearance Times



Eliminating delays such as this is the reason RISC was developed

In 2014, a 30 percent decrease was achieved in the average event clearance time (83.3 to 57.3 minutes) and an 18 percent decrease was achieved in average total incident time (195.2 to 160.5 minutes). A part of these achievements can be attributed to a concerted effort by FHP and Turnpike Incident Management managers to expedite activation, response and raise RISC vendors' performance. Continued efforts will be made to lower the program's averages in 2015.

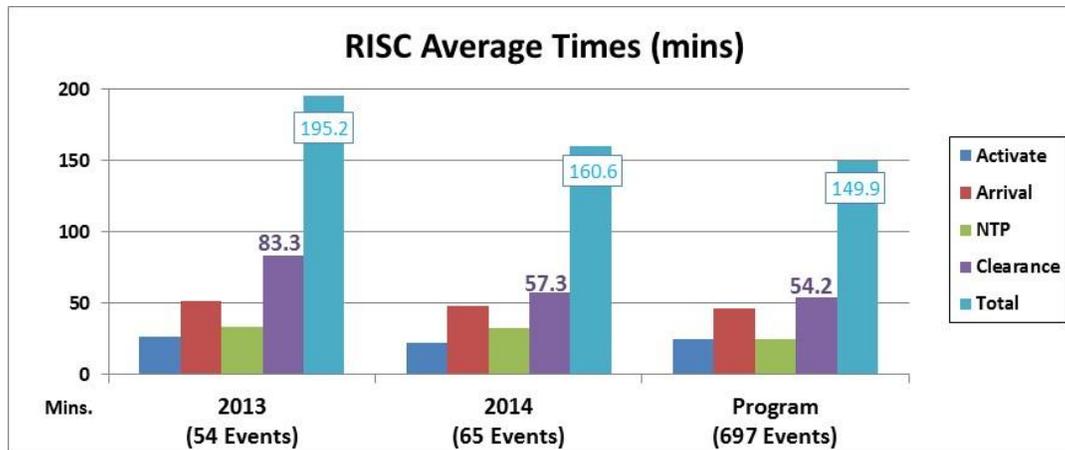


Figure 9 – 2014 vs. 2013 RISC Performance

The Turnpike is divided into four zones for Roadway Maintenance purposes. A RISC response breakdown is shown by Roadway Zone (Figure 5). Zone 1 had the most RISC activations (30) and Zone 4 had none in 2014.

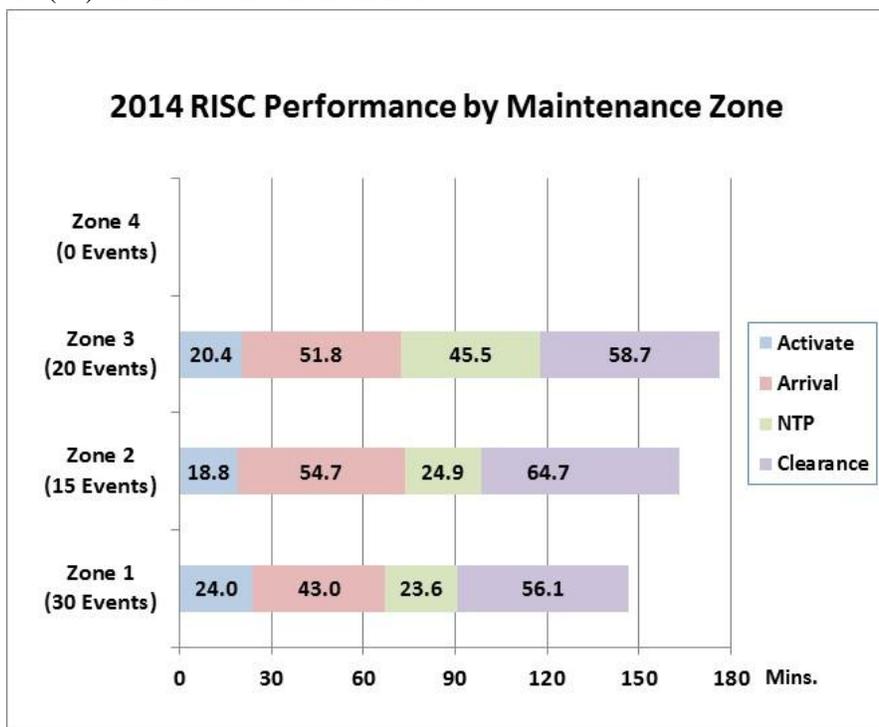


Figure 10 – 2014 RISC Performance by Roadway Maintenance Zone

### RISC Event # 19

Location: NB Mainline MP 144

Date/Time: 02/13/14 5:19 a.m.

Description: Tractor trailer roller with trash spill

Effect: All Lanes Blocked SB and NB

Completion: All Lanes re-opened 7:32 a.m.

Vendor: Open Road Recovery



### Detailed RISC Incident Performance

2014 concluded with two events that exceeded the 90-minute clearance time. Both events involved an extensive cleanup effort, due to the contents of the vehicles and the location of the crashed vehicles. Below are breakdowns of the events:

#### RISC Event #8

**Location:** Florida's Turnpike HEFT Mile Post 35 NB Exit Ramp  
**Date/Time:** March 20, 2014 2:55 AM  
**Description:** Tractor Trailer Carrying Gravel/Debris Overturned. Extensive clean-up of debris, fuel spill and failed integrity of trailer  
**Effect:** Ramp Closed  
**Completion:** Ramp Reopened 7:39 AM  
**Vendor:** Open Road Recovery (Kauff's of Miami)



- Lessons Learned:
- ✓ *RISC contractor did not meet 90-minute clearance time due to load debris cleanup and condition of truck. Lack of shoulder did not allow room to relocate debris to open lanes. Contractor should review clearance to determine if any other alternatives were available. Lanes and incident was cleared safely for all responders.*
  - ✓ *The decision process of fuel spill mitigation responsibility and complex questions associated with contacting the fuel spill mitigation company should be handled by the responding Roadway Maintenance personnel.*

RISC Event #27

**Location:** Sawgrass Expressway, SR869 Mile Post 18 SB  
**Date/Time:** June 25, 2014 8:28 AM  
**Description:** Fully Loaded Cement Truck Overturned over Guardrail. Guardrail wrapped into vehicle, weight of vehicle and small fuel leak., fuel spill and failed integrity of trailer  
**Effect:** Left Lane/Shoulder Closed  
**Completion:** Lane/Shoulder Reopened 2:11 PM  
**Vendor:** Severe Incident Recovery Team (SIRT)



- Lessons Learned:
- ✓ *Complex recovery included migration of small fuel leak, guardrail property damage and large vehicle recovery. Guardrail wrapped into vehicle, causing the delay in clearance time. Planned coordination with Roadway Maintenance on-scene should always be a priority.*
  - ✓ *SIRT should review their on-scene operation and strategy of this complex recovery to ascertain if any time duration could have been reduced...*

**STEALTH Lessons Learned**

Florida's Turnpike uses a STEALTH report as its documented after-action debriefing timeline and sequence of events during an incident; **S**et time of incident, **T**one of rank less discussion, **E**xecution of incident, **A**nalyze incident



execution, determine **L**essons learned, **T**ie lessons learned to future improvement, and end on a **H**igh note. (Example Stealth Report can be found on Page 24)

Lessons Learned determined from STEALTH reports generally reflect the “3 C’s of Traffic Incident Management” - **C**ommunication, **C**oordination and **C**ooperation. Early and frequent communication among stakeholders is most often cited as a highlight of incident actions; it is also cited when communication breaks down with resulting delays.

Turnpike Incident Management managers review and analyze each RISC event and seek input from the incident responders such as FHP, Fire Rescue, Tow personnel and Roadway Maintenance personnel. Each step taken is evaluated for its effectiveness, and specific lessons learned are developed from the event. Coordination among responders is exemplified by unified command through Incident Command System (ICS) guidelines. ICS is one component of the larger National Incident Management System (NIMS) framework. This unified command not only coordinates the efforts of many jurisdictions, but also provides for and assures joint decisions on objectives, strategies, plans, priorities, and public communications.



Continuing outreach to RISC stakeholders, particularly FHP Troopers, is important as personnel changes erode responder knowledge and experience with the program. Familiarity facilitates quick RISC activation and may reduce the time before NTP is given. Outreach also includes TMC, Safety Patrol, Toll Operations, Asset Management, RISC contractors and Roadway Maintenance.

Early activation of RISC is a key in reducing overall incident duration, even if NTP is expected to be delayed, so that RISC resources are on scene when needed without any additional travel delay. In the case of a fire, for instance, RISC equipment has been used to move the vehicle and cargo prior to NTP to facilitate the

fire response.

**The STEALTH after-incident review process includes determining lessons learned and tying the lessons to process improvements to better event execution. Lessons learned are shared with all Turnpike IM Team members.**

Following is a representative selection of Lessons Learned from the 2014 STEALTH reports:

**RISC Activation**

- RISC activation was requested following original Class C tow dispatch. Once RISC was activated, FHP cancelled Class C dispatch appropriately. Cancellation can be implemented even if tow wrecker is on scene. RISC package brings additional debris clearance and Maintenance of Traffic (MOT) equipment to the scene. Responding RISC contractor and Roadway Maintenance representative used median U-turn opening to respond quickly to scene. Request for authorization was requested and received from FHP to use turn-around safely.
- Tractor trailer involved crash with leaking fuel tank blocking a travel lane meets criteria for RISC activation. FHP did not activate RISC since responsible party had their own wrecker responding to scene. RISC contractor was delayed to the scene due to stopped traffic at Fort Pierce entrance ramp.

Barrier wall damage and debris field will typically require bobcat and or sweeper for cleanup. RISC contractor brought bobcat to scene upon initial response. TMC was very proactive to dispatch both Palm Beach County Road Rangers to scene within minutes of crash verification.

- When RISC is activated, the rotation tow company that was previously dispatched as STARR vendor should be canceled by FHP dispatch. RISC vendor will be responsible for scene MOT, all vehicle recoveries, debris cleanup and removal.

### **Communication**

- Confirmation of RISC arrival times should be communicated to TMC via Roadway Maintenance on scene representative, not RISC contractor dispatch personnel. ITS CCTV cameras down, communication from scene by Road Ranger to TMC and FHP was vital.
- Notification of responding RISC contractor to FHP created confusion with arriving tow contractors at scene. TMC needs to be clear on responding tow contractor. Cement truck rollover blocking shoulder and lanes meets RISC activation criteria. FHP Trooper on scene initially called for rotation tow class C. Damage to axles and vehicle required lowboy recovery. RISC contractor flatbed arrived on scene first and assisted in opening a single travel lane until full recovery could be completed. RISC activation was 40 minutes, but the delay was due to required full on-scene assessment by FHP. TMC did not have a good camera view of incident to assist with assessment.
- Roadway Maintenance personnel are responsible to respond to RISC scene, communicate routinely every 15 minutes to TMC, and document RISC contractor arrival (two heavy duty wreckers, 1 support MOT truck) time, notice to proceed (NTP) time, RISC clearance time (all lanes re-opened) and final scene clearance time. TMC should contact on-scene representative for needed information if needed.

### **RISC Contractor**

- RISC was activated with Open Road Recovery partner Sister's Towing. Communication to FHP was not clear in that FHP was expecting ORR partner Kauff's Towing to respond and also did not have an ETA. Per RISC activation protocol, immediately following activation by TMC, TMC notifies FHP of specific contractor with an ETA to scene. RISC contractor response to SB incident scene was delayed due to NB approach and need to continue past incident to turn around at next available interchange. Response/arrival on scene can be granted by confirming opposite side arrival.
- RISC contractor responded to scene with HazMat contractor prior to being dispatched for HazMat contractor. While contractor was used, RISC contractor should wait to deploy HazMat contractor until they are requested by on-scene unified command.

### **Incident Command**

- Clearance and recovery Notice to Proceed (NTP) can be given to contractor prior to full equipment and vehicle response to scene. RISC contractor began debris removal and clearance prior to 2<sup>nd</sup> heavy duty wrecker arriving on scene.
- Confusion from scene command regarding use of RISC contractor for the recovery. Once RISC is activated, contractor will respond to scene and await notice to proceed recovery. If given notice to proceed, the incident will be treated as a RISC clearance. Just because crash vehicles may not be blocking lanes does not cease the recovery from being a RISC contractor recovery. FHP may need to have clarification provided to individual troopers. Northbound incident occurred at milepost 201, shutting down all lanes and requiring a detour at Yeehaw Junction, Exit 193. Location of incident and detour was in two different Roadway Maintenance zones, requiring coordination with two separate Asset Maintenance contractors.
- Minor secondary crash occurred within the congestion. RISC activation was questioned by FHP Trooper on scene. Lane blocking incident with large tractor trailer vehicle during morning rush hour meets the criteria for RISC activation.

- Once RISC contractor is activated, they must proceed to scene or to a directed staging area to earn activation incentive. On-scene unified command can then determine recovery usage.
- On-scene unified command was able to coordinate with Road Ranger, Fire Rescue and FHP to clean up an additional lane to allow traffic to pass the scene. While full recovery and clean-up was still needed, getting an additional lane open when possible helps to relieve traffic congestion and delays.
- RISC activation took longer than 30 minutes following on-scene verification by Trooper. Trooper originally planned for class c wrecker to handle incident. Delayed activation of RISC increases incident duration significantly.

### Scene Management

- Tandem tractor trailer came to rest beyond the right shoulder area of turnpike NB lanes, against right-of-way fence. This area also has Florida Gas Transmission pipe lines running approximately 3 feet below crash location. FGT representatives were called to review area to make sure that vehicle did not dig into and strike the buried pipe line. Existence of pipe line on the eastside of Turnpike needs to be considered in future events.
- RISC contractor did not meet RISC lane clearance milestone and goal of 90 minutes. Contractor should review on-scene operations and strategy of this complex recovery to see if any time duration could have been reduced. Fuel spill of nearly 200 gallons made incident a hazardous material incident requiring proper mitigation. HazMat contractor will be called to the scene by Roadway Maintenance when informed of spill. However, RISC contractor is responsible to contain spill initially if safely possible and use all available equipment, absorbent and devices possible to re-open travel lanes. Secondary mitigation of contaminated debris and absorbent will be coordinated through hazmat contractor.
- RISC contractor immediately accepted Notice To Proceed (NTP) and attempted to open one lane as quickly as possible to help relieve backup. Initial diversion and MOT needs can be relayed immediately for Road Ranger response. Road Rangers should use due care to travel to scene, using shoulder safely if needed to get through stopped traffic. Request to FHP for permission is not required.
- Southbound Turnpike traffic was detoured at Sample Road for nearly seven hours with MOT provided by Road Ranger and FHP. TMC needs to be more precise and clear in requesting long-term MOT needs to Roadway Maintenance for response. Road Ranger should have been relieved. RISC contractor needed to apply oil dry to roadway surface due to citrus juices creating slippery surfaces.
- Incident occurred close to MP 100 boundary of Turnpike's Roadway Maintenance Zone 1 and Zone 2. TMC needed to seek confirmation of Roadway Maintenance response from Zone 1 Manager prior to coordinating needed response. For future incidents and response needs, the actual Okeechobee Blvd. southern overpass span should be used for response determinations. The entire Exit 99 Okeechobee Blvd. /West Palm Beach interchange is in Zone 2.
- RISC contractor support vehicle located at scene of incident to assist with clearance and recovery. Road Rangers assisted to keep ramp closed and staged for duration of incident due to needed



- diversion. RISC Support Vehicle should always respond to scene with detours and diversions assisted by Road Rangers and Roadway Maintenance contractors.
- While vehicle crash came to final rest on Turnpike shoulder and did not block travel lanes, RISC should have been activated as soon as possible given emergency responders at site and significant driver distraction and delays caused by scene. RISC package of equipment and maintenance of traffic devices was also needed for scene safety.
  - RISC was activated with a 30 to 45 minute response time. Once RISC contractor is activated, RISC contractor will be responsible for all vehicle recoveries and equipment needs on scene. FHP Dispatched for a class 'A' flatbed tow from Turnpike Rotation/STARR vendor, then cancelled appropriately. Once RISC is activated, there is no need to dispatch further tow vendors.



### Post-Incident Reviews

Each RISC incident is subject to a post-incident written review to analyze incident execution, identify and correct errors, and recommend future courses of action. The reviews provide a proven no-fault means for involved agencies to discuss each incident and identify successful processes and solutions for problems experienced.



**A post-incident review held at Fort Pierce in April**

The STEALTH format is used for review of all RISC incidents. A STEALTH report is prepared for each incident. The report includes an incident timeline with FHP and FTE Traffic Management Center (TMC) entries and the results of the review. Lessons learned from the reviews are used to improve safety and reduce the clearance times of subsequent incidents program wide.

## **RISC Event # 27**

Location: SB TOLL869 MP 18  
SB

Date/Time: 06/25/14 8:28  
a.m.

Description: Overturned  
Cement Mixer

Effect: Left SB Lane closed

Completion: Lane re-opened  
11:22 a.m.

Vendor: SIRT



## **RISC Program Background/Description**

Florida Highway Patrol (FHP), working with the Turnpike's Traffic Management Centers, activates RISC when a major, large vehicle and/or complex recovery, lane-blocking crash occurs on the Florida's Turnpike Mainline, Homestead Extension, Sawgrass Expressway, Polk Parkway, Veterans Expressway or Suncoast Parkway, or on Florida's Turnpike Enterprise (FTE)-maintained portions of the Beachline Expressway, East West Expressway, Southern Connector Extension, Seminole Expressway and Western Beltway.

Upon activation, RISC contractors respond immediately to the incident scene with heavy-duty recovery wreckers and other support equipment.



**Pompano TMC**



**TMC Lake Worth Desk**



**Turkey Lake TMC**

The RISC program operates with joint participation of Florida's Turnpike Enterprise and FHP Troop K. Interested companies respond to an open Invitation to Negotiate. When a company meets the inspection and performance qualifications, the geographic response zones are negotiated.

Currently seven companies and two joint ventures (LLCs) are approved for the Turnpike program. The agreement is non-exclusive; in several areas more than one company has qualified and activation is on a rotation basis.

## **RISC Requirements**

- Prompt, predictable contractor response and 24/7 equipment availability.
- Two (2) modern, powerful 50-ton recovery wreckers with full sets of tools. At least wrecker must be a rotator.
- A support vehicle with an extensive array of equipment, including traffic control and vehicle fluid spill mitigation capability.
- Other specialized heavy equipment such as loaders, skid steers, tractors and trailers.
- Fully trained operators with national or industry certification in advanced heavy towing and recovery as well as MUTCD traffic control (including FDOT Maintenance of Traffic (MOT) training) and Hazardous Material awareness.

### RISC Bonus

The RISC program provides incentive bonuses to the contractors for:

- Emergency mobilization, response and arrival of one wrecker within 45 minutes and all three trucks and complete team within 60 minutes.

As no current vendor is capable of meeting the response times in the rural section of the mainline Turnpike because of the distance to vendor facilities, response times of up to 90 minutes are permitted between Mileposts 190 and 240. A 90-minute arrival is also permitted on the Polk Parkway due to similar distance problem.

- Clearing travel lanes in 90 minutes from notice-to-proceed.
- Additional payment for specialized heavy equipment.



The company receives an incentive of \$2,500 for meeting quick clearance response and recovery goals and an additional \$1,000 for the request for special equipment. The company forfeits any incentive payment if the required arrival times are not met and/or the travel lanes are not open within 90 minutes from notice-to-proceed or any of the quick-clearance goals are not achieved. A \$600 incentive payment is paid to RISC contractor if they are activated, meet their response times to the scene, but are then not used for the recovery and clearance efforts for any reason.

YEAR	EVENTS	AMOUNT
2014	65	\$177,400.00
Program	697	\$1,699,200.00

Table 2 – Bonuses Paid to RISC Vendors

BONUS TYPE	VENDORS PAID 2014	VENDORS PAID PROGRAM
\$600 Arrival	4	47
\$2500 Clearance	58	562
\$1000 Extra Eqp	30	266

Table 3 – Bonus Payment Breakdown

The company may pay liquidated damages to the Turnpike for poor performance, delay, or failure to open travel lanes after 150 minutes. Since inception of the RISC program, liquidated damages have been assessed on only one occasion. The company also remains responsible for billing the owner of the wreckage (responsible party) for all recovery, clearance, towing and potential storage fees.

### RISC Event # 35

Location: SB Mainline MP 87

Date/Time: 08/02/14 9:19 a.m.

Description: Cement Mixer rolled over guardrail

Effect: Extensive Turnpike Property Damage

Completion: Scene cleared 1:30 p.m.

Vendor: Open Road Recovery





## Example RISC-Eligible Incidents

**ATTACHMENT "B"**  
**EVENTS, CRASHES OR TRAFFIC INCIDENTS UTILIZING THE SERVICES**  
**OF THE RECOVERY CONTRACTOR**  
**FOR**  
**RAPID INCIDENT SCENE CLEARANCE**

A. Tractor Trailer Combinations (DOT Class 8)

- Rollover on/off the travel lanes
- Multiple truck crash
- Lost Load on or affecting the travel lanes
- Load Shifted on or affecting a travel lane
- Lost tandems or split trailer on or affecting a travel lane
- Truck fire with tires burned off or cargo spilled
- Major impact with or on top of a barrier wall, guard rail or with a bridge support or any Toll Plaza structure

B. Trucks over 16,000 lbs. (DOT Class 5, 6 & 7)

- Rollover on/off travel lanes
- Lost load on or affecting the travel lanes
- Load shifted on or affecting a travel lane
- Truck fire with tires burned off or cargo spilled
- Major impact with or on top of a barrier wall, guard rail or with a bridge support or any Toll Plaza structure

C. Motor Homes and Motor Coaches (DOT Class 5 and 6)

- Rollover on the travel lanes
- Fire with tires burned off
- Major impact with or on top of a barrier wall, guard rail or with a bridge support or any Toll Plaza structure

D. Busses (16 passenger or more, DOT Class 6, 7 & 8)

- Rollover on or off travel lanes
- Fire with tires burned off or burned luggage on the roadway
- Major impact with or on top of a barrier wall, guard rail or with a bridge support or any Toll Plaza structure

E. Aircraft

- Any incident involving an aircraft

Note: *In addition, any complex or extended incident where vehicles cannot be easily towed from the scene or are creating a hazard to traffic may be candidates for using the "Contractor" as directed by the Turnpike.*

## Example Stealth Report



### **STEALTH**

**Debriefing Sequence of Events**

**Florida's Turnpike Mile Post MP 201 NB**

**RISC Vendor: Open Road Recovery (Kauff's)**

**Date: Wednesday, December 31, 2014**

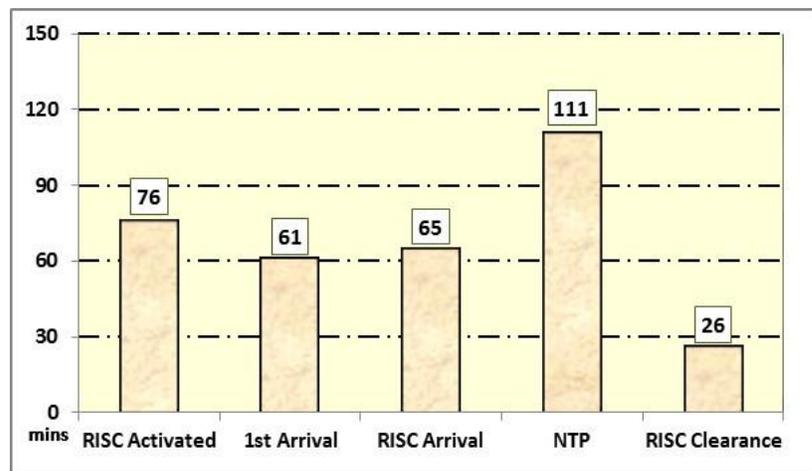
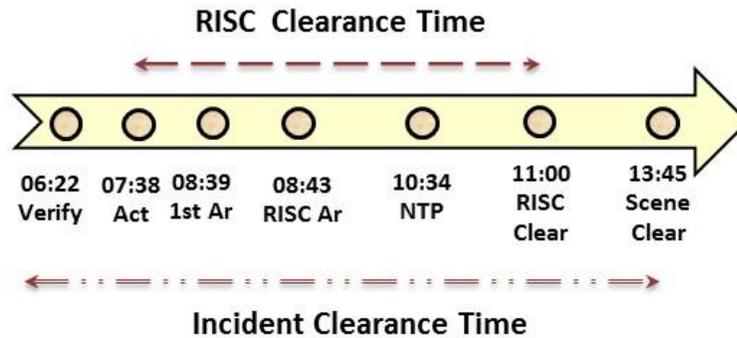
**RISC Activation – 65**



**RISC Duration Time: 3 Hours: 22 Minutes**

**Incident Duration Time: 7 Hours: 23 Minutes**

**Primary Incident: Multi-Vehicle Crash**



**RISC Response Times for this Zone are 75 min. for 1<sup>st</sup> Arrival; 90 minutes for Complete RISC Package**

● **Lessons Learned:**

- Northbound incident occurred at milepost 201, shutting down all lanes and requiring a detour at Yeehaw Junction, Exit 193. Location of incident and detour was in two different Roadway Maintenance zones, requiring coordination with two separate Asset Maintenance contractors.
- Communication from on-scene Roadway Maintenance representation to TMC was lacking.

● **Tie lessons learned to Future Performance:**

- Asset Maintenance Roadway contractor for Zone 3 did not contact TMC upon initial arrival on scene and routine communication was not provided throughout incident clearance. Contractor should review SOP for RISC activations and on-scene communication for scene clearance milestones.
- Asset Maintenance contractor for Zone 2 responded initially to scene of detour without enough cones to set up proper Maintenance of Traffic for the detour. Initial dispatch and response coordination should be reviewed.
- Detour at Exit 193 Northbound resulted in ramp backup to the mainline Turnpike. TMC did a good job to monitor ramp and congestion, and then contacted FHP to request a toll suspension to assist and expedite traffic flow off the Turnpike.

- **High Notes:**

- *Good coordination with Road Rangers to dispatch and set-up diversion and support at detour location of Exit 193 Northbound, Yeehaw Junction.*
- *FHP and on-scene unified command did well to secure incident scene and to open left inside lane to relieve the trapped delayed traffic. Recovery time was suspended and restarted once all traffic was relieved from queue. Detour was kept in place at Yeehaw Junction until recovery and traffic homicide investigation was complete.*
- *Responding RISC contractor arrived from the south, requiring passage through detour location. RISC contractor and TMC communicated well to coordinate needed approval and logistics through detour location.*
- *FHP did well to activate RISC even though it took 76 minutes following crash verification. FHP and Fire Rescue's initial priority was victim and medical response. Once confirming fatal injuries and removal of one injured via air rescue, FHP confirmed tractor trailer had broken rear axle requiring tow from the scene. RISC activation for all vehicles and scene clearance was effective.*

Date/Time: **Wednesday, December 31, 2014/6:22 AM**

Location: **MP 201 NB**

Preliminary report to FYP: **Multi-vehicle crash**

- **6:22 AM – FHP CAD** Event started by FHP Troop K
- 6:23 AM – FHP CAD Fire & rescue are en route
- 6:28 AM – SUNGUIDE SunGuide Event started by Supervisor Jackie Compton
- 6:30 AM – SUNGUIDE Right Shoulder Blocked
- 6:48 AM – SUNGUIDE Multi-vehicle crash in Osceola county, going Northbound on Florida's Turnpike beyond Mile Marker 202 with Right lane blocked; Activate DMS 184.0 NB, publish 511, send email
- 6:53 AM – FHP CAD 8004 – Both lanes are blocked
- 6:53 AM – SUNGUIDE Multi-vehicle crash in Osceola county, going Northbound on Florida's Turnpike beyond Mile Marker 202 with All lanes blocked; update devices, add 193 ADMS
- 6:55 AM – SUNGUIDE MESSAGE # 415 UPLOADED TO FORT PIERCE HAR WITH NB BEACONS AT 6:55
- 6:56 AM – FHP CAD 8004 – Advised possible fatality
- 6:58 AM – SUNGUIDE YEEHAW, MP 193, FT DRUM, MP 183 AND FT PIERCE, MP 143 ACTIVATED AT 6:58
- 7:00 AM – FHP CAD 8004 – Possible fatal entrapment
- 7:00 AM – SUNGUIDE CONFIRMED FATALITY AT 7:00 VIA RADIO PER FHP. RICH FROM ICA NOTIFIED AT 7:00 REGARDING FATALITY. BILL FROM JORGENSON CONTACTED FROM LONG TERM MOT. ROMEO 9 AND ROMEO 10 SENT TO MP 193 FOR ASSISTANCE WITH DIVERSION
- 7:00 AM – FHP CAD Exit vehicles off at 193 exit per 113
- 7:02 AM – FHP CAD Notify TMC (Marsha) reference update on fatality; Long-Term MOT requested
- 7:02 AM – FHP CAD Road Ranger en route
- 7:02 AM – FHP CAD At least three vehicles Honda embedded against the semi
- 7:04 AM – SUNGUIDE Police Activity SunGuide event created for NB detour at 193
- 7:06 AM – SUNGUIDE Ralph Etienne on scene; notify Roadway – JCS & ICA
- 7:08 AM – FHP CAD 8004 advised still two entrapped, both possibly fatal
- 7:09 AM – FHP CAD Post 5 units coming from Ft. Pierce to divert traffic off at exit 193

- 7:11 AM – FHP CAD 679 – 1 confirmed fatal and 1 possible
- 7:12 AM – FHP CAD 679 – Fire-rescue advised they don't want to move the bodies until Medical Examiner arrives
- 7:12 AM – FHP CAD 366 wants DMS signs up to advise motorists to use Ft. Pierce (Exit 152) as alternate route, signs up at Ft. Drum also
- 7:13 AM – FHP CAD Helicopter just landed to transport 1 occupant
- 7:14 AM – FHP CAD 113 – request commercial vehicle enforcement and Medical Examiner ASAP.
- 7:16 AM – SUNGUIDE RALPH, (INCIDENT MANAGEMENT) ON SCENE. PER RALPH THERE ARE 2 FATALITIES.
- 7:17 AM – SUNGUIDE Jeff and Miguel from Jorgensen's are enroute to detour point at 193,
- 7:20 AM – FHP CAD Landline with ME office
- 7:21 AM – FHP CAD 679 – Two confirmed one still entrapped
- 7:22 AM – SUNGUIDE Police Activity in Osceola county, going Northbound on Florida's Turnpike at Exit 193 - Yeehaw Junction (S.R. 60 / Vero Beach) with Off-ramp closed All lanes blocked; update DMS 133 NB , 184 NB, & 193 ADMS; send email, publish 511
- 7:24 AM – FHP CAD Advised helicopter departed scene transporting 1 patient
- 7:33 AM – FHP CAD TMC requests we suspend tolls at 193 reference large backup on the ramp
- 7:34 AM – FHP CAD 113 – ok to suspend tolls
- 7:35 AM – FHP CAD 575 – advised rerouting traffic at the 193
- 7:36 AM – FHP CAD 113 – Requests RISC activation
- 7:37 AM – FHP CAD Notified TMC (Jackie) reference RISC activation
- 7:38 AM – SUNGUIDE RISC Activation with Open Roads (Kauff's) – Missy notified
- 7:49 AM – FHP CAD Kauff's will be RISC contractor
- 7:51 AM – FHP CAD Semi with ship container rear axle broken
- 7:52 AM – FHP CAD 1379 – Advised Long-Term MOT starting to setup at 193
- 8:09 AM – SUNGUIDE JORGENSON HAS MOT SET UP BUT CAN NOT RELEASE ROMEO 9 AND 10 DUE TO NOT HAVING ENOUGH CONES AT THIS TIME, 30 MINUTE ETA ON CONE DELIVERY
- 8:11 AM – FHP CAD Romeo 9 staying here using his cones per 1379 until he get gets relieved by long-term MOT
- 8:24 AM – SUNGUIDE BEVERLY FROM KAUFFS CONTACTED TMC AT 8:20 STATING THE TRUCKS WERE APPROACHING THE 193 NB MP, WHERE THE ROADWAY WAS SHUTDOWN. THEY ARE CURRENTLY AT MP 188. CONTACTED JORENSENS THEY WILL MAKE SURE KAUFFS TRUCKS CAN GET THROUGH AT MP 193.
- 8:30 AM – FHP CAD Advise animal control reference two deceased dogs
- 8:30 AM – FHP CAD RISC came 193MM per 1379
- 8:32 AM – FHP CAD 679 advised two separate crashes, second has the fatal
- 8:36 AM – FHP CAD 113 – advised Medical Examiner arrived on scene
- 8:39 AM – SUNGUIDE 1<sup>st</sup> Wrecker Arrival on scene per Ralph Etienne
- 8:39 AM – SUNGUIDE 2<sup>nd</sup> Wrecker Arrival on scene per Ralph Etienne
- 8:43 AM – SUNGUIDE Support Vehicle Arrival on scene per Ralph Etienne
- 9:11 AM – SUNGUIDE CANDERLERIO FROM ICA ON SCENE AT UNKNOWN TIME. HE CALLED THE TMC AT 9:09 STATING THE LEFT LANE IS OPEN JUST TO LET OUT THE QUEUE
- 10:01 AM – FHP CAD Suspend RISC time for TMC due to stand still extracting last body
- 10:08 AM – SUNGUIDE LT PIKE CALLED THE TMC TO LET TMC KNOW US KNOW KAUFFS NEEDED MORE TIME DUE TO BODY REMOVAL. OFFICIAL NOTICE TO PROCEED WAS NOT GIVEN YET, BUT A TIME OUT WAS CALLED AT 10AM, TIME CONFIRMED WITH FHP DISPATCH AND KAUFFS
- 10:32 AM – FHP CAD Left lane is open right lane is blocked; 113 – advise 575 to start releasing traffic, slow roll them

- 10:34 AM – FHP CAD 113 – advise TMC to give Kauff's Notice to Proceed
- 10:37 AM – FHP CAD FYI – motorists are from Ohio; personal belongings are in evidence
- 10:42 AM – SUNGUIDE Cleared: Crash::Osceola Florida's Turnpike NB Beyond MM 201:Right Shoulder Blocked::Level 2 and 3
- 10:42 AM – FHP CAD Roadway is clear
- 10:47 AM – FHP CAD All vehicles towed by Kauff's
- 10:48 AM – FHP CAD Reinstate tolls per 113
- 11:00 AM – SUNGUIDE RISC Clearance per Candelario (JCS)
- 1:45 PM – SUNGUIDE PER CAMERA ALL VEHICLES ARE CLEAR FROM THE SCENE. TMC WAS NOT NOTIFIED WHEN ICA CLEARED THE SCENE. MESSAGE LEFT FOR CANDELARIO FOR RISC CLEARANCE TIME

**Incident Responders:** FHP Troop K, Osceola County Sheriff and Fire Rescue, Kauff's, Roadway Maintenance (ICA and JCS)