

Emergency Support Function (ESF) # 9

Search & Rescue



Preface

Emergencies can cause structural collapse and other rescue situations where people become lost, entrapped and endangered. The City-County's response to these situations may require the use of organized, highly technical methods and equipment and specially trained responders.

The purpose of this support function is to provide a coordinated process of locating, extricating, and providing initial medical treatment to victims trapped in collapsed structures or rescuing or removing persons threatened or stranded in harm's way by any emergency or hazardous event when they cannot remove themselves.

Primary Agency

Butte-Silver Bow Law Enforcement Department

Butte-Silver Bow, Montana

Emergency Operations Center ESF # 9 – Search & Rescue

Purpose:

1. Search and Rescue ESF # 9 coordinates search and rescue operations and resources during emergency response and recovery. It describes the resources available, establishes organizational responsibilities and coordination procedures for the conduct of urban and non-urban Search and Rescue (SAR) operations in response to actual or anticipated disaster conditions.

Primary:

- **Law Enforcement Department Support:**
- 15-90 Search and Rescue
- BSB Fire Departments
- BSBOEM
- Civil Air Patrol/MT Aeronautics Division
- Butte Amateur Radio (ARES/RACES)
- American Red Cross **Likely Tasks:**
- Staff search and rescue Group in the EOC Operations Section.
- Identify incident sites or situations requiring search and rescue services to include:
 - Search and rescue activities following flood, tornado, and/or building collapses [Technical Rescue Team (TRT), USAR].
 - Water rescue and recovery operations for persons.
 - Searches for missing persons (Sheriff).
- Determine condition, status of Butte – Silver Bow search and rescue resources.

Likely Tasks Continued:

- Determine present and future need for search and rescue and other on-scene resources.
- Obtain, coordinate search and rescue resources as requested by field incident commanders.
- Determine need for USAR Task Force.
 - Coordinate response with State USAR Coordinator through the EOC Commander.
 - Assist with implementation of an appropriate mobilization plan in coordination with the assigned Task Force Leader and/or Incident Commander.
- Sources for resources can include:
 - Mutual aid. – State ECC.
 - State, and federal agencies (State SAR Teams per Montana Fire Chief's Response Plan).
 - Volunteer groups.
 - Federal USAR Response Teams.
- Establish, maintain contact with State EOC through the Butte – Silver Bow EOC.
 - Provide information on damages, status of Butte – Silver Bow search and rescue systems.
 - Request additional search and rescue resources, as needed.
- Provide mutual aid to other jurisdictions if requested:
 - Do not dispatch mutual aid until it is determined no threat exists in Butte – Silver Bow.

State of Montana

<p>Primary</p> <ul style="list-style-type: none"> • Disaster & Emergency Services Division (DMA) <p>Support</p> <ul style="list-style-type: none"> • MT National Guard (DMA) 	<p>Actions:</p> <ul style="list-style-type: none"> • Life-saving assistance • Search and rescue operations
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Federal Government

<p>Primary</p> <ul style="list-style-type: none"> • Department of Homeland Security/Emergency Preparedness & Response/Federal Emergency Management Agency <p>Support</p> <ul style="list-style-type: none"> • Department of Agriculture • Department of Commerce • Department of Defense • Department of Health & Human Services • Department of Homeland Security • Department of Justice • Department of Labor • Department of Transportation • Agency for International Development • National Aeronautics & Space Administration 	<p>Actions</p> <ul style="list-style-type: none"> • Equipment, personnel to search for, extricate, and provide medical treatment of victims trapped in collapsed structures. (Urban Search/Rescue Task Forces) • Conduct needs assessment and provide technical advice. • Provide technical specialists and expertise in various urban SAR disciplines.
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Butte–Silver Bow Office of Emergency Management

Comprehensive Emergency Management Plan

Emergency Support Function # 9

Search & Rescue

Lead Agency: Butte-Silver Bow Law Enforcement Department

Primary Coordinator: Butte-Silver Bow Sheriff

Support Organizations: 15-90 Search and Rescue
Butte-Silver Bow Fire Departments Career and Volunteer
BSBOEM

Montana Aeronautics Division/Civil Air Patrol
Butte Amateur Radio (ARES/RACES)
American Red Cross
Montana National Guard
National Search and Rescue Response System

I. INTRODUCTION.

A. PURPOSE.

Search & Rescue ESF # 9 coordinates Search and Rescue operations and resources during emergency response and recovery. It describes the resources available, establishes organizational responsibilities and coordination procedures for the conduct of urban and non-urban Search and Rescue (SAR) operations in response to actual or anticipated disaster conditions.

B. SCOPE.

The search and rescue responsibilities include locating, extricating, and providing medical assistance to persons trapped in damaged/destroyed structures or other untenable environmental circumstances such as water, ice, trench and high angle

entrapment. Coordinate allocation of resources including personnel, materials, and goods and services within affected areas.

The SAR response system is composed of the primary agencies that provide specialized SAR operations during incidents or potential incidents requiring a coordinated local response. This includes:

- Structural Collapse
- Waterborne Search and Rescue
- Wilderness Search and Rescue
- Aeronautical Search and Rescue

The four SAR response system component definitions consist of the following:

Structural Collapse Urban Search and Rescue (USAR)

Urban search and rescue is the process of locating, extricating, and providing initial medical treatment to victims trapped in collapsed structures or rescuing or removing persons threatened or stranded in harm's way by any emergency or hazardous event when they cannot remove themselves. This includes building/structural collapse SAR operations for natural disasters as well as other building collapse operations that primarily require USAR task force operations. The system is built around a core of task forces prepared to deploy immediately and initiate operations in support of ESF #9. These task forces are staffed by highly trained and experienced personnel in collapsed structure SAR operations and possess specialized expertise and equipment. Butte-Silver Bow does not maintain the specialized training and equipment for USAR at this time.

Waterborne Search and Rescue

Includes waterborne SAR operations for river flooding, dam/levee failure, and other disasters that primarily require air and boat force operations.

Wilderness Search and Rescue

Includes SAR operations conducted in backcountry, remote, undeveloped or rural areas that primarily require operations necessitating the use of specialized equipment to access these areas and may require responders traveling over land by alternate methods or by aircraft. The personnel needed for these operations may be supplemented by local civilian search and rescue volunteer groups and by equine search and rescue organizations.

Aeronautical Search and Rescue

Includes SAR operations conducted in aviation-related incidents and aeronautical search and rescue. This may require specialized SAR operations in both open and wilderness areas and in the vicinity of airports requiring the coordinated deployment of personnel and equipment.

The United States Air Force (USAF) maintains a Rescue Coordination Center that coordinates a cooperative network to respond to aviation-related incidents. This

network is made up of Department of Defense components, facilities, and other resources that are used in civil SAR operations to the fullest extent practicable on a non-interference basis with their primary military duties in accordance with national directives, plans, guidelines, and agreements

C. SITUATION.

1. Disasters may cause conditions that vary widely in scope, urgency, and degree of devastation. Substantial numbers of persons could be in life threatening situations requiring prompt rescue and medical care.
2. Rescue personnel will encounter widespread and extensive damage to buildings and be called on to rescue people trapped in them and other untenable environmental circumstances.
3. Because the mortality rate for structural collapse entrapment dramatically increases beyond 72 hours, search and rescue must begin immediately.

D. POLICIES.

1. The Law Enforcement Department shall coordinate and establish a roster of personnel that are qualified and willing to train in emergency response as a member of the local search and rescue organization. Personnel shall be assigned team positions and offered training to meet specific position requirements.
2. If activated, the national USAR Teams are under the direction of local incident commanders. The USAR Leaders are responsible for planning, coordinating and managing a USAR response when requested and authorized to mobilize.
3. The National Incident Management System, in conjunction with the Incident Management System principles, is the on-scene method for SAR operations in the City-County.

E. LIMITATIONS.

1. The Law Enforcement Department nor any of the local ESF support agencies possess the necessary knowledge, skills, and training to proficiently respond to structural collapse search and rescue operations.

II. CONCEPT OF OPERATIONS.

A. GENERAL.

1. The Butte-Silver Bow Law Enforcement Department will be the primary agency for response to incidents requiring search and rescue.

2. The local Search and Rescue Team has special response vehicles to support search and rescue efforts as well as other fire department units that carry search and rescue equipment.
3. An Incident Commander may request regional search and rescue assets through normal mutual aid. The Emergency Management Duty Officer must be notified when that occurs.
4. Requests for resources outside of normal regional mutual aid should be made through the Butte-Silver Bow Emergency Management Duty Officer (or EOC Manager, if EOC is activated) to the State ECC.

B. TASKS AND RESPONSIBILITIES.

1. Pre-Emergency Tasks.

a. Primary and support departments will coordinate with the BSBOEM to:

- Maintain this Emergency Support Function (ESF).
- Develop a system to quickly identify and establish City-Countywide search and rescue grids.
- Identify high occupancy structures, critical facilities and other places of public assembly having potential for mass casualty.
- Prepare and maintain standard operating procedures, inventories of resources and equipment i.e., Technical Rescue Teams (TRT) and Urban Search and Rescue Teams (USAR), personnel rosters necessary for efficient mobilization of SAR operations.
- Coordinate and participate in sponsored training and exercises.
- Develop emergency action checklists.
- Maintain mutual aid agreements, as required.

2. General Emergency Tasks.

a. Primary and support agencies will:

- When requested for an emergency situation, report to the Butte – Silver Bow EOC or send a designee.
- Initiate search for victims throughout the impacted area.
- Coordinate search and rescue activities with the appropriate tasked organizations.

3. Specific Emergency Concepts and Responsibilities.

- a. **Butte-Silver Bow Law Enforcement Department is the primary department for ESF # 9 Search and Rescue and will:**

- Implement this search and rescue ESF by assuming the position of Search and Rescue Group Supervisor within the EOC Operations Section.
- Direct SAR activities according to the National Incident Management System, the Incident Management System, and team policies and procedures.
- Provide personnel, equipment, supplies and other resources necessary to locate, extricate and treat the injured/trapped victims.
- Coordinate the acquisition of personnel, supplies and administrative support necessary to conduct search and rescue operations.
- Request further assistance from Montana Disaster and Emergency Services through the EOC Manager for additional search and rescue resources.
- Provide frequent updates to the EOC on the status of search and rescue Operations.
- Maintain records of cost and expenditures to accomplish this ESF and forward them to the EOC Finance/ Administration Section Chief.
- Provide personnel, equipment, supplies and other resources necessary for security at the emergency area.
- Assist with the control of ingress and egress of personnel and equipment.
- Provide the Search and Rescue Group Supervisor with frequent updates as to the status of security in the emergency area.

b. **15-90 Search and Rescue:**

- Provide personnel, equipment, supplies and other resources necessary to locate, extricate and treat the missing/injured/trapped victims.
- Provide consultative services for building or structural SAR issues.
- Record costs and expenditures and forward them to this ESF's Group Supervisor.

c. **Montana Aeronautics Division/Civil Air Patrol:**

- Directly support agencies by providing such services as airborne search, airborne disaster assessment, airborne and ground Electronic Locator Transmitter (ELT) tracking, transportation of officials, and assistance in a variety of ground operations
- Provide cargo transportation resources in support of SAR and USAR missions as requested in a major disaster.
- Provide a liaison to the EOC, if requested, to coordinate with the Operations Section to facilitate coordination of Civil Air Patrol (CAP) operations.

d. **BSBOEM:**

- Coordinate requests for state, federal, or out-of-country SAR resources that are required.
- Assist with volunteer and emergency worker registration process.
- Coordinate Joint Public Information activities at appropriate levels of activation.
- Issue accurate and timely public protection warnings, evacuation or sheltering information.
- Coordinate local, state, or federal reimbursement process.

e. **Butte-Silver Bow Fire Departments-Career and Volunteer:**

- Provide personnel, equipment, supplies and other resources necessary to locate, extricate and treat the injured/trapped victims.
- Record costs and expenditures and forward them to this ESF's Group Supervisor.

f. **Butte Amateur Radio (ARES/RACES):**

- Provides primary and/or supplemental local area, point-to-point, and long-distance communications.
- Provides staff, resources, and equipment as needed to support EOC and emergency operations.
- Record costs and expenditures and forward them to this ESF's Group Supervisor.

g. **Butte-Silver Bow Public Works Department:**

- Provide personnel, equipment, supplies and other resources necessary to aid the search and rescue personnel with information regarding structural issues related to any involved bridges, overpasses, culverts or other public infrastructure components as needed.
- Provide heavy equipment, operators, and structural shoring as needed.
- Provide expertise in building or structural issues related to infrastructure components.
- Record costs and expenditures and forward them to this ESF's Group Supervisor.
- Provide Structural Damage Assessment including engineering, building inspection services coordinated in a way that maximizes the use of resources, aids emergency response, and recovery operations.

f. **American Red Cross:**

- Provide equipment, operators, supplies and other resources necessary to aid the search and rescue personnel and victims as needed.

- Provides shelter, feeding, and individual assistance for mass care efforts.
- Provides disaster welfare inquiry communications.
- Provides support for medical and mental health services.
- Provide emergency and financial assistance.
- Provide staff support for Family Assistance Center.

C. ROLE OF BUTTE-SILVER BOW EOC.

1. The Butte-Silver Bow Law Enforcement Department or designee will implement the search and rescue ESF by assuming the position of search and rescue Group Supervisor within the EOC Operations Section. Mobilizing local resources and outside assistance for large-scale search and rescue operations will be coordinated through the Search and Rescue Group Supervisor.
 - a. The primary sources of trained personnel for search and rescue come from local agencies and organizations, and the Federal Emergency Management Agency (FEMA) USAR Task Forces.
 - b. State and federal assistance are usually available for large-scale Search and Rescue (SAR) operations.
 - c. Smaller scale Search and Rescue operations may result in direct aid assistance from law enforcement or fire department to concerned areas.
 - d. Search and Rescue ESF # 9 likely tasks are found in the City-County box on the tab page.

D. LIFE SAFETY ASSESSMENT.

1. An initial EOC priority is to gather as much intelligence about the extent of damage as soon as possible. The primary source for this will be the field response units feeding information to the 911 communications center. As soon as possible, Search and Rescue personnel will report the need for rescue, the number injured and fatalities, damage to buildings, public facilities such as roads and bridges, and utilities. These reports will be compiled by dispatch and immediately communicated to the EOC duty officer.

E. EVACUATION.

1. Search and Rescue officials will implement evacuation orders due to unsafe buildings, fire danger, hazardous materials, or any other reason identified by competent authority. Officials will take all lawful actions necessary to save lives and property.

2. Evacuation orders will be coordinated with the EOC to ensure the evacuees are moved to an appropriate shelter, and the needs of special populations and individuals are provided for. (see Evacuation Strategy-published separately)

F. FIELD OPERATIONS.

1. Emergency actions may include:
 - Once notified of an emergency situation, sending response teams/personnel, equipment, and vehicles to the emergency site, staging areas, or other location, as appropriate.
 - Identifying an Incident Commander (IC) and establishing an Incident Command Post (ICP). Assign appropriate personnel to IC staff.
 - Performing IC duties at the emergency scene.
 - When requested, send a senior representative to the EOC, when the EOC has been activated during an emergency.
 - Notifying the EOC of the situation if the original notification did not come from the EOC.
 - Assisting, as appropriate, in the evacuation of people at risk in the immediate area in and around the emergency scene.
 - Alerting all emergency response organizations of the dangers associated with technological hazards and fire during emergency operations.
2. Search and Rescue personnel will establish inner and outer perimeters to secure an emergency scene. A strict policy of limited access to the emergency area will be rigidly enforced to ensure the safety and well-being of the community. All movement into and out of the secured area(s) will be requested and approved through the established command post(s).
3. Security will be provided for essential facilities if required, and law enforcement officers will assist the Search and Rescue personnel in restricting access to unsafe buildings or areas.
4. Hazardous Materials Response.
 - a. Search and Rescue personnel responding to a potentially hazardous material environment 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.
 - b. Only personnel having proper training should be deployed to a hazardous material incident.

G. MUTUAL AID.

1. N/A

III. ATTACHMENTS AND REFERENCES.

A. ATTACHMENTS.

1. Search and Rescue (ESF # 9) Checklist.

B. REFERENCES.

1. National Search and Rescue Plan of the United States (2007).
2. National Response Framework, ESF-9 Search and Rescue annex (2008).
3. DHA/FEMA Target Capabilities List, Land Based Search and Rescue (2007).
4. Butte-Silver Bow Joint Information System Plan.
5. Butte-Silver Bow Emergency Operations Center Operating Manual.

C. PROVISIO.

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 as of the date of the plan's preparation. The plan provides guidance only; 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:

1. The specific conditions of the incident, including incident type, geographic extent, severity, timing, and duration;
2. The availability of resources for response at the time of the incident;
3. Decisions of Incident Commanders and political leadership; and
4. Actions taken by neighboring jurisdictions, the State, and the Federal Government.

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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Attachment 1

SEARCH AND RESCUE (ESF # 9) CHECKLIST

Pre-Emergency	<p>Coordinate with the Homeland Security and Emergency Management Agency to:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Maintain this Emergency Support Function (ESF) document. <input type="checkbox"/> Develop a system to quickly identify and establish countywide search and rescue grids. <input type="checkbox"/> Identify high occupancy structures, critical facilities and other places of public assembly having potential for mass casualty. <input type="checkbox"/> Maintain inventories of resources and equipment (i.e., Technical Rescue Teams (TRT) and Urban Search and Rescue Teams (USAR). <input type="checkbox"/> Participate in training and exercises. <input type="checkbox"/> Develop emergency action checklists. <input type="checkbox"/> Maintain mutual aid agreements. <p>USAR Leader (<i>Under Consideration and Development</i>)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Responsible for meeting USAR Task Force administrative and operational requirements which includes, but are not limited to: recruitment of personnel; coordination of training, testing, purchasing and packaging of task force equipment; development of Memorandums of Agreement to facilitate team mobilization; liaison with participating organizations; liaison with State EOC and FEMA.
Emergency	<ul style="list-style-type: none"> <input type="checkbox"/> When notified, report to the Butte – Silver Bow EOC. <input type="checkbox"/> Initiate search for victims throughout the impacted area. <input type="checkbox"/> Coordinate search and rescue activities with the appropriate tasked organizations.
Emergency Operations Center (EOC)	<ul style="list-style-type: none"> <input type="checkbox"/> Implement Search and Rescue ESF # 9 by filling the position of Search and Rescue Group Supervisor within the Butte – Silver Bow EOC Operations Section. <input type="checkbox"/> Identify incident sites or situations requiring search and rescue services to include: <ul style="list-style-type: none"> – Search and rescue activities following flood, severe weather, and/or building collapses (i.e., Technical Rescue Teams (TRT) and Urban Search and Rescue Teams (USAR) and Hazardous Materials. – Water recovery searches for persons presumed to be deceased (Water Rescue Operations Team). – Searches for missing persons (Public Safety).

**Emergency
Operations Center (EOC)
Cont.**

- ❑ Determine condition, status of Butte – Silver Bow search and rescue resources.
- ❑ Determine present and future need for search and rescue and other on-scene resources.
- ❑ Obtain, coordinate search and rescue resources as requested by field incident commanders.
- ❑ Provide strategic command and control of search and rescue teams not assigned to specific incidents.
 - Mobilize and manage search and rescue teams by pre-designated City-County grids.
- ❑ Determine need for USAR Task Force.
 - Coordinate response with USAR Coordinator.
 - Assist with implementation of an appropriate mobilization plan in coordination with the assigned Task Force Leader and/or Incident Commander.
- ❑ Sources for search and rescue resources can include:
 - Mutual aid.
 - State EOC (Federal USAR Task Forces.)
 - State, and federal agencies (State SAR Teams).
 - Volunteer groups.
- ❑ Establish, maintain contact with State EOC:
 - Provide information on damages, status of Butte – Silver Bow search and rescue systems.
 - Request additional Search & Rescue resources, as needed.
- ❑ Provide mutual aid to other jurisdictions if requested:
 - Do not commit mutual aid until it is determined no threat exists in Butte – Silver Bow.
- ❑ Specialty Teams include Technical Rescue Teams (TRT), Urban Search and Rescue Teams (USAR), Hazardous Materials, and Water Rescue Operations Team.

Recovery Actions

- Participate in after-action briefings and develop after-action reports.
- Establish, maintain contact with State EOC.
- Return SAR organization and personnel to a state of operational preparedness.
- Support personnel through Critical Incident Stress Management as necessary.
- Forward recorded costs and expenditures to this ESF's Group Supervisor for Reimbursement.

Attachment 2

NATIONAL URBAN SEARCH & RESCUE (US&R) RESPONSE SYSTEM

The National Urban Search & Rescue (US&R) Response System is a framework for organizing federal, state and local partner emergency response teams as integrated federal search and rescue task forces. The 28 National US&R Task Forces, complete with the necessary tools, equipment, skills and techniques, can be deployed by FEMA to assist state and local governments in rescuing victims of structural collapse incidents or to assist in other search and rescue missions.

The 28 task forces are located throughout the continental United States. Any task force can be activated and deployed by FEMA to a disaster area to provide assistance in structural collapse rescue, or, they may be prepositioned when a major disaster threatens a community. Each task force must have all its personnel and equipment at the embarkation point within six hours of activation so that it can be dispatched and en route to its destination.

A FEMA Type I Task Force is made up of 70 multi-faceted, cross-trained personnel who serve in six major functional areas, including search, rescue, medical, hazardous materials, logistics and planning. These elements are supported by canines that are trained and able to conduct physical search and heavy rescue operations in damaged or collapsed reinforced concrete buildings. Each task force can be divided into two 35-member, Type III, Light Task Force. What the task force can do:

- Conduct physical search and rescue in collapsed buildings
- Emergency medical care to trapped victims
- Search-and-rescue dogs
- Assessment and control of gas, electric service and hazardous materials
- Evaluation and stabilization of damaged structures

US&R Response System Task Forces



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