



ESF 9 – Search and Rescue

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ESF 9 Tasked Agencies	
Primary County Agency	Clackamas Fire District #1 (Urban Search and Rescue [USAR]) County Sheriff's Office (CCSO) (Search and Rescue)
Supporting County Agency	Clackamas County Disaster Management (CCDM)
Community Partners	American Red Cross
State Agency	Oregon Office of Emergency Management, Oregon State Fire Marshal (OSFM)
Federal Agency	Department of Defense, Department of Homeland Security/Federal Emergency Management Agency, United States Coast Guard
<i>*See Section 3 for more information about Tasked Agencies.</i>	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 9 describes how the County will coordinate deployment of resources in both urban and non-urban search and rescue during a major disaster or incident.

1.2 Scope

Activities encompassed within the scope of ESF 9 include:

- Search and Rescue (SAR) operations within the County through the County Sheriff's Office (CCSO)
- Urban Search and Rescue (USAR) operations within the County through the Clackamas County Fire District #1.

1.3 Policies and Authorities

Provisions in Oregon State law for SAR can be found in Oregon Revised Statutes (ORS) 404 and include the following key provisions:

- ORS 404.110. Delegation of SAR authority to the CCSO.
- ORS 404.115. Restriction of access to the SAR area.
- ORS 404.120. Requirement to adopt an SAR Plan for the County.
- ORS 404.125. Provisions for critique of an SAR incident.
- ORS 404.130. Assignment of an SAR incident number.
- ORS 404.300–404.325. Provisions regarding equipment and signaling devices.
- ORS 404.350. Rescue of companion animals.

2 Situation and Assumptions

2.1 Situation

The County is faced with a number of hazards that may require SAR support. Considerations that should be taken into account when planning for and implementing ESF 9 activities include:

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- A major disaster or emergency situation may result in large numbers of displaced, stranded, lost or trapped individuals needing prompt rescue and medical attention.
- The first 72 hours of an SAR operation are the most critical in terms of reducing the mortality rate of an incident and therefore must begin as soon as possible.
- SAR personnel often need to be trained to deal with extreme or dangerous terrain for operations in remote areas. Similarly, they may need to work in dangerous conditions such as partially collapsed structures or areas with hazardous materials. These situations often require specialized skills that may not be available in a particular community and experts may need to be brought in from other areas.
- Strict SAR procedures related to health and safety may be implemented so as to avoid rescuers becoming victims themselves.
- Volunteer SAR personnel are familiar with the Incident Command System (ICS) and National Incident Management System (NIMS) organization and have completed the basic training in both.

2.2 Assumptions

ESF 9 is based on the following planning assumptions:

- SAR operations will continue to increase as population and recreational opportunities continue to grow.
- Operations may be overwhelmed during emergencies and disasters. Local SAR efforts may require technical assistance from other agencies.
- Access to impacted locations may be limited due to steep or rocky terrain, water, structural barriers, or debris. Some areas may only be accessible by aircraft or boat and fortification of structures may need to occur before any rescue operations can begin.
- Rapid assessment of impacted areas and lost individuals will assist in the determination of response priorities.
- Local residents and unaffiliated volunteers may initiate activities to assist in SAR operations and will require coordination and direction.

3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure that ESF-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency's responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.
- **Supporting County Agency(s)** - County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.

- **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization’s self-defined mission includes emergency response (e.g., disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); the entity’s jurisdictional authority, or the entity’s resources and capabilities.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon Emergency Operations Plan (EOP) and National Response Framework, respectively.

See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.

4 Concept of Operations

4.1 General

All SAR incidents are managed using ICS/NIMS organizational structures and processes. The Chief of Clackamas Fire District #1 plans, trains, and conducts USAR operations in Clackamas County.

All SAR-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, Clackamas Fire District #1 is responsible for coordinating SAR -related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with SAR will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center.
- The County EOC will provide guidance for the coordination of SAR resources.

4.2 EOC Activation

When a disaster occurs, the Clackamas County Disaster Management (CCDM) may, based on the size and complexity of the incident, activate the County EOC and staff will assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the Primary County Agencies listed in this ESF. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate SAR-related activities.

4.3 EOC Operations

When SAR-related activities are staffed in the EOC, the SAR representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to SAR.
- Share situation status updates related to search and rescue to inform development of Situation Reports.
- Participate in, and provide SAR-specific reports for, EOC briefings.
- Assist in development and communication of SAR-related actions to tasked agencies.
- Monitor ongoing SAR-related actions.
- Share SAR-related information with ESF 14 – Public Information, to ensure consistent public messaging.
- Coordinate SAR-related staffing to ensure the function can be staffed across operational periods.

4.4 Disabilities, and Access and Functional Needs

Provision of SAR-related activities will take into account populations with disabilities, and access and functional needs (DAFN). The needs of children and adults who experience disabilities or access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

4.5 USAR/SAR Team Activation

Individuals at the incident scene may have initiated rescue operations, within their level of training, prior to SAR or USAR team arrival. On-Scene Command requests that Clackamas County Communications (C-COM) activate the SAR/USAR team as soon as the need for their services is recognized:

- **USAR** – C-COM dispatches the USAR team and notifies the Fire Defense Board Chief and the C-CSO on-duty Watch Officer. The Fire Defense Board Chief coordinates with On-Scene Command to determine whether the USAR cache is to be accessed.
- **SAR** – C-COM dispatches the SAR team and notifies the CCSO on duty and Watch Officer.

On-Scene Command at SAR/USAR incidents creates a Unified Command structure when USAR operations involve multiple agencies/jurisdictions (such as joint water rescue operations or chemical, biological, radiological, nuclear, or explosive (CBRNE) events).

4.6 Coordination with Other ESFs

The following ESFs support SAR-related activities:

- **ESF 4 – Firefighting.** Provide resources to support SAR operations.
- **ESF 8 – Health and Medical.** Coordinate emergency medical services for disaster victims.
- **ESF 16 – Law Enforcement.** Provide resources to support SAR operations.

5 Direction and Control

5.1 Cities

Cities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency rescue operations within their jurisdictions. Cities normally delegate authority to On-Scene Command to conduct response operations, but retain ultimate responsibility for incident outcome. Fire districts or departments normally provide On-Scene Command for incidents involving USAR operations. Law enforcement normally provides On-Scene Command for incidents involving SAR operations.

Cities are encouraged to develop an EOP and to work closely with law enforcement and fire agencies and CCDM to integrate preparedness, response, and recovery activities. Cities should periodically review potential incident operations, including SAR and USAR, with their law enforcement and fire service providers.

An intergovernmental mutual aid agreement between the County and cities that establishes procedures for requesting and providing mutual aid in a major emergency or disaster is available to all jurisdictions that choose to participate. A copy of the agreement and list of participants is available in the EOC library.

Cities may request County assistance through mutual aid or by including their request for assistance in an Emergency Declaration to the County.

5.2 County

The CCSO participates in unified On-Scene Command during joint water rescue operations and CBRNE incidents involving USAR. The CCSO also supports city rescue operations as requested.

CCDM provides support for On-Scene Command and activates the EOC if requested. CCDM also coordinates with local, regional, and State agencies.

Public Affairs staffs Public Information Officer (PIO) and Joint Information Center (JIC) operations and coordinates incident information with On-Scene Command and other stakeholder agencies.

The Department of Transportation and Development/public works coordinates requirements for heavy equipment and operators.

5.3 Regional

Clackamas County is a participant in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for counties to request mutual aid from each other in emergencies. A copy of the agreement and updated information regarding current participants is available in the EOC library.

The Intra-State Mutual Assistance Compact provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this statute, participants must agree to a reimbursement request in writing before resources are dispatched.

5.4 State and Federal Assistance

If rescue operations require resources beyond those available to the County, EOC staff will forward the request for additional resources to the State. The Oregon Office of Emergency Management will coordinate State resources and request Federal assistance if necessary.

5.4.1 State

As of 2012, the Oregon State Fire Marshal (OSFM) is no longer receiving grant funding to support the state's USAR task force. With input from the program's participating fire chiefs, the OSFM transitioned the capability and equipment to local departments, including Clackamas Fire District #1, that submitted proposals to maintain the equipment, training, and response capability.

5.4.2 Federal

The Federal Emergency Management Agency coordinates 28 USAR Task Forces that can be deployed when authorized by the president.

The resources of the 304th Rescue Squadron may be available for medical rescue, treatment, and transport under the authority of the Commanding Officer. This request will be coordinated through the EOC if time permits but may be directed to the 304th directly by any public safety or medical official, with EOC notification as soon as circumstances allow.

The U.S. Coast Guard is responsible for marine SAR operations on federal waterways. Requests for assistance in dealing with water SAR may be made to the Portland Coast Guard Station directly by the CCSO or through the EOC.

6 ESF Annex Development and Maintenance

The Clackamas Fire District #1 will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

7 Appendices

- Appendix A – ESF 9 Resources
- Appendix B – ESF 9 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 9 Representative Checklist

Appendix A ESF 9 Resources

The following resources provide additional information regarding ESF 9 and SAR-related issues at the local, state, and federal level:

County

- Sheriff's Office Search and Rescue Plan
- Clackamas Fire District #1 Urban Search and Rescue Plan
- Tualatin Valley Fire & Rescue Urban Search and Rescue Plan

State

- Emergency Operations Plan
 - ESF – 9 Search and Rescue

Federal

- National Response Framework
 - ESF 9 – Search and Rescue

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Appendix B ESF 9 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 9 – Search and Rescue. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the SAR function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 9 include:

All Tasked Agencies

- ☐ Develop plans and procedures for ESF 9 activities, as appropriate.
- ☐ Participate in ESF 9-related trainings and exercises as appropriate.

Sheriff's Office

- ☐ Coordinate regular review and update of the ESF 9 annex with supporting agencies.
- ☐ Develop and publish a SAR operations plan and provide a copy to the EOC library.

Clackamas Fire District #1

- ☐ Coordinate regular review and update of the ESF 9 annex with supporting agencies.
- ☐ Develop and publish a USAR operations plan and provide a copy to the EOC library.

CCDM

- ☐ Facilitate collaborative planning to ensure County capability to support ESF 9 activities.
- ☐ Maintain operational capacity of the County EOC to support SAR activities.
- ☐ Ensure that staff are identified and adequately trained to fulfill appropriate functions in the County EOC to include tracking of resources utilized in SAR operations.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 9 include:

All Tasked Agencies

- ☐ Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- ☐ Provide a representative to the County EOC, when requested, to support ESF 9 activities.

Sheriff's Office

- ☐ Coordinate SAR support with CCDM/EOC Command.
- ☐ Establish unified On-Scene Command for incidents involving multiple agencies or jurisdictions.
- ☐ Provide traffic and crowd control at rescue scenes.
- ☐ Participate in JIC/Joint Information System (JIS) activities.

Clackamas County Fire District #1

- ☐ Coordinate USAR support with the Fire Defense Board Chief/CCDM/EOC Command.
- ☐ Coordinate access to the USAR equipment cache.
- ☐ Coordinate SAR response operations as required for the following types of specialty rescue:
 - Urban/Structural Rescue
 - Specialty rescue (swift water, high angle, etc.)
- ☐ Establish unified On-Scene Command for CBRNE incidents.

CCDM

- ☐ Assist On-Scene Command and activate the EOC if requested.
- ☐ Coordinate with the EOC Planning Section to identify unmet needs.
- ☐ Establish an SAR Branch in the County EOC if needed.
- ☐ Track the use of SAR resources through the EOC Finance Section.
- ☐ Provide situational awareness to the County Administrator and Board of County Commissioners.
- ☐ Coordinate with city, regional, and State agency counterparts.

Emergency Medical Services

- ☐ Assist with care and transport of injured persons received in SAR operations.

Medical Examiners

- ☐ Provide death investigation for all unattended and suspicious deaths.

Health, Housing, and Human Services Department

- ☐ Coordinate with first responders, hospitals, and other facilities and providers.
- ☐ Coordinate requests for additional medical resources.
- ☐ Provide Critical Incident Stress Debriefing to emergency workers.

Public and Governmental Relations

- ☐ Provide the PIO and participate in JIC/JIS operations.
- ☐ Coordinate incident information with participating organizations.

Department of Transportation and Development

- ☐ Provide heavy equipment and operators to assist in rescue operations.
- ☐ Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.

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- ☐ Provide technical engineering advice to on-scene personnel.

American Red Cross

- ☐ Provide and manage shelter and mass care operations for victims and feeding and support services for emergency responders.
- ☐ Provide a liaison to On-Scene/EOC Command to coordinate support activities.

Clackamas Amateur Radio Services

- ☐ Provide emergency HAM radio communications to the EOC and field units through amateur radio, as requested.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 9 include:

All Tasked Agencies

- ☐ Demobilize response activities.
- ☐ Maintain incident documentation to support public and individual assistance processes.

CCDM

- ☐ Compile and keep all documentation collected relating to the management of SAR operations and the assets utilized during SAR-related activities.
- ☐ Coordinate all after-action activities and implement corrective actions as appropriate.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 9 include:

All Tasked Agencies

- ☐ Participate in the hazard/vulnerability identification and analysis process.
- ☐ Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

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Appendix C ESF 9 Representative Checklist**Activation and Initial Actions**

- ☐ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ☐ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ☐ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ☐ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ☐ Obtain situation report(s), EOC Action Plan, and/or receive briefings from EOC and/or field personnel

Initial Operational Periods

- ☐ Obtain a briefing from the person you are replacing.
- ☐ Attend meetings and briefings, as appropriate.
- ☐ Establish and maintain your position log with chronological documentation.
- ☐ Follow procedures for transferring responsibilities to replacements.
- ☐ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

Final Operational Periods

- ☐ Complete and submit all required documentation
- ☐ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ☐ Follow check-out procedures.
- ☐ Share lessons learned at After- Action Conferences to contribute to the After-Action Report and inform future activations.

Keys to Success: Information Management

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

- ☐ The EOC information management role for ESF Leads and agency representatives includes:
- ☐ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.
- ☐ Serve as a conduit of information to and from agencies.
- ☐ Supply accurate, appropriate, and up-to-date information to the Situation Report.

Keys to Success: Resource Management

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

- ☐ Coordinate the contribution of resources from an agency to the response and recovery.
- ☐ Request resources from other sources and agencies.
- ☐ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.