




ESF 9: Search and Rescue

THIS PAGE LEFT BLANK INTENTIONALLY

Table of Contents



| | |
|--|-----------|
| 1 Introduction | 1 |
| 1.1 Purpose | 1 |
| 1.2 Scope | 1 |
| 1.3 Policies and Agreements | 1 |
| 2 Situation and Assumptions | 2 |
| 2.1 Situation..... | 2 |
| 2.1.1 General | 2 |
| 2.1.2 Search and Rescue (SAR) | 2 |
| 2.1.3 Urban Search and Rescue | 2 |
| 2.1.4 Support Resources..... | 3 |
| 2.2 Assumptions | 3 |
| 3 Concept of Operations | 5 |
| 3.1 General | 5 |
| 3.2 SAR Operations | 5 |
| 3.3 USAR Operations | 6 |
| 3.4 Coordination with Other ESFs | 6 |
| 4 Emergency Coordination | 7 |
| 4.1 County | 7 |
| 4.2 Cities | 7 |
| 4.3 Districts..... | 8 |
| 4.4 Regional | 8 |
| 4.4 State and Federal Assistance | 8 |
| 4.4.1 State | 9 |
| 4.4.2 Federal..... | 9 |
| 5 ESF Annex Development and Maintenance | 10 |

ESF 9 Tasked Agencies

| | |
|------------------------------|--|
| Primary County Agency | Clackamas County Sheriff's Office (CCSO) |
| Supporting Agencies | Clackamas County Disaster Management (CCDM) Department of Transportation and Development (DTD) Public and Government Affairs (PGA) Clackamas County Department of Communications (C-COM) |
| Community Partners | Clackamas Fire District #1 Clackamas County Fire Defense Board Local fire agencies Local law enforcement agencies Local public works agencies Mountain Wave Search & Rescue Portland Mountain Rescue Civil Air Patrol |
| State Agency | Oregon Department of Emergency Management (OEM) Oregon State Fire Marshal (OSFM) Oregon Military Department (OMD) Oregon Department of Transportation (ODOT) |
| Federal Agency | United States Air Force (USAF) United States Coast Guard (USCG) Federal Emergency Management Agency (FEMA) |

1 Introduction



1.1 Purpose

Emergency Support Function (ESF) 9 describes how the County will conduct, support, and/or coordinate urban and non-urban search and rescue operations during a major incident or disaster.

1.2 Scope

Activities encompassed within the scope of ESF 9 include:

Search and Rescue (SAR) operations, which are focused on the location, extrication, and initial medical stabilization of lost or stranded individuals.

Urban Search and Rescue (USAR) operations, which are focused on the location, extrication, and initial medical stabilization of victims in a structural collapse

1.3 Policies and Agreements

Provisions in Oregon State law for SAR and USAR can be found in Oregon Revised Statutes (ORS) 401, 404, and 476. They include the following:

- ORS 404.100. Responsibilities of the State SAR Coordinator.
- ORS 404.110. Delegation of SAR authority to the county sheriffs.
- ORS 404.115. Restriction of access to the SAR area.
- ORS 404.120. Requirement for counties to adopt a SAR plan.
- ORS 404.125. Provisions for critique of a SAR incident.
- ORS 404.130. Assignment of a SAR incident number.
- ORS 404.200. Qualified SAR volunteers.
- ORS 404.300-404.325. Provisions regarding equipment and signaling devices.
- ORS 404.350. Rescue of companion animals.
- ORS 401.930-940. Oregon State Fire Marshal (OSFM) authority to deploy fire resources statewide for structural collapse operations.
- ORS 476.615. OSFM authority to coordinate the state's USAR function.

2 Situation and Assumptions

2.1 Situation

2.1.1 General

The county faces a number of hazards that may require a Search and Rescue (SAR) or Urban Search and Rescue (USAR) response. A major earthquake, wildfire, or severe winter storm may result in large numbers of displaced, stranded, lost, or trapped individuals needing prompt rescue and medical attention. The first 72 hours of search and rescue operations are the most critical in terms of reducing the mortality rate of an incident and must begin as soon as possible.

SAR personnel must be trained to deal with extreme and dangerous terrain and weather conditions when operating in remote areas. Similarly, USAR personnel must be trained to work in dangerous conditions such as collapsed structures or trench cave-ins. These situations often require specialized skills that are not available in many agencies or communities.

2.1.2 Search and Rescue (SAR)

Oregon's SAR program is well defined in state statutes and works well on a day-to-day basis and in larger emergencies. The Oregon Department of Emergency Management (OEM) has a State SAR Coordinator who is responsible for coordinating and supporting the program. The sheriff in each Oregon county is required to have a SAR program and a plan outlining the policies and procedures governing the agency's SAR operations.

The Clackamas County Sheriff's Office (CCSO) operates and maintains the County's SAR program (CCSO SAR). The program includes a team consisting of a sergeant with twelve deputies. CCSO SAR works with an in-house team of volunteers and coordinates with local volunteer SAR organizations including Portland Mountain Rescue and Mountain Wave Search and Rescue.

Depending on an incident's location, conditions, and duration, CCSO SAR may seek assistance directly from neighboring county SAR programs and volunteer SAR organizations like the Hood River Crag Rats and Pacific Northwest Search and Rescue.

2.1.3 Urban Search and Rescue

The Oregon Department of the State Fire Marshal (OSFM) is responsible for coordinating the

state's USAR function and has the authority to deploy local fire agency resources from across the state in support of USAR operations. Unlike SAR, however, there is no state USAR program and no state regulations or requirements to maintain USAR capabilities. Instead, USAR capabilities consist of a network of larger fire departments and districts in the state that maintain some level of USAR and or related technical (e.g., high angle) rescue capabilities.

Clackamas Fire District #1 (Clackamas Fire) maintains a cache of USAR equipment and tools that were previously part of a state owned and managed cache and could field a Type 3 USAR team for a short duration operation.

Nationally, the Federal Emergency Management Agency (FEMA) supports 28 Urban Search and Rescue Task Forces, which are highly specialized teams of firefighters, medical professionals, engineers, and canine handlers that can be deployed to major disasters for technical rescue and recovery in areas of structural collapse, hazardous materials, and other life-threatening environments.

2.1.4 Support Resources

Aviation support in the form of fixed and rotary wing aircraft and small unmanned aircraft systems (i.e., sUAS or drones) is frequently required for SAR operations and can be of assistance for USAR operations. Drones in particular can be useful for surveillance in and around collapsed structures and locating lost/stranded individuals in small geographic areas. CCSO, Clackamas Fire, and several other local fire and law enforcement agencies operate drone programs that can be used to support SAR and USAR operations.

Fixed and rotary wing aircraft are available from several agencies and organizations to support SAR operations. Those agencies and organizations include the U.S. Air Force (USAF) 309th Air Rescue Squadron in Portland, the U.S. Coast Guard (USCG) Air Station in Astoria, the Oregon Air National Guard (ORANG) in Salem, and the Civil Air Patrol (CAP). With few exceptions, requests for fixed and/or rotary wing aircraft support must originate from the Sheriff's Office and be directed to the State SAR Coordinator.

Heavy equipment such as bulldozers, front end loaders, dump trucks, and cranes may be available from the County's Transportation Maintenance Division, other local public works agencies, and the Oregon Department of Transportation (ODOT) for USAR operations; however, most of that equipment must be obtained from private sector sources.

2.2 Assumptions

ESF 9 is based on the following planning assumptions:

- The rapid assessment of impacted areas and identification of lost or stranded individuals will assist in the determination of response priorities.
- Local residents and unaffiliated volunteers will initiate activities to assist in SAR and USAR operations and will require coordination and direction.
- 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.

- Strengthening and stabilizing of structures may need to occur before any rescue operations can begin.
- Aviation resources will be available to conduct and/or support operations except when the providing agencies are also victims of the incident (e.g., catastrophic earthquake).
- Federal USAR resources will take a minimum of 72-96 hours to arrive on scene.

3 Concept of Operations

3.1 General

In accordance with the Base Plan and this ESF Annex, the Clackamas County Sheriff's Office (CCSO) is responsible for managing and coordinating SAR activities. Clackamas Fire is responsible for conducting USAR operations within its service area and will provide USAR support to other local fire agencies on a mutual aid basis. Clackamas County Disaster Management (CCDM), or the County EOC when activated, is responsible for supporting SAR and USAR activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

All SAR/USAR incidents are managed using ICS/NIMS organizational structures and processes.

3.2 SAR Operations

SAR operations are a fairly common occurrence in Clackamas County and frequently involve incidents (e.g., falls and/or injuries) on Mt. Hood, lost, stranded and/or injured hikers, and missing children, elderly people, or other individuals with cognitive or other disabilities who have wandered away from a home or care facility. These incidents and situations may be reported via 9-1-1 calls to Clackamas Communications (C-COM) or by a public safety official working an incident recognizing the need for a SAR response and making a request through C-COM. When notified of the need for a SAR response, C-COM notifies the CCSO on duty sergeant and the on-call SAR Coordinator. The SAR Coordinator determines what resources are required and makes notifications for deployment of CCSO SAR and local SAR volunteer resources.

Incidents involving missing children, elderly people, or other individuals who have wandered away from a home or care facility located in a city with its own police department (PD) will be managed by the city PD. Resource support from CCSO SAR will be requested through C-COM as noted above. When CCSO SAR responds, it will typically take over management of the SAR operation.

Requests for outside SAR assistance will be initiated by CCSO and directed to neighboring county sheriff's offices and other professional SAR volunteer organizations. Requests for fixed and/or rotary wing aircraft and other resources available from neighboring counties and volunteer groups will be directed to the State SAR Coordinator. When the SAR operations are part of a larger County incident response and the EOC is activated, requests for SAR assistance will originate from the EOC.

3.3 USAR Operations

USAR operations are an uncommon occurrence in Clackamas County, but when they do occur, they typically involve the partial or full collapse of a residential or commercial building caused by a fire or explosion. The need for a USAR response in these circumstances is most often recognized by an on-scene Incident Commander who then makes a request for support through C-COM. When notified of the need for a USAR response, C-COM dispatches appropriate Clackamas Fire USAR resources and notifies the Clackamas County Fire Defense Board Chief.

Requests for additional USAR assistance will typically be initiated by Clackamas Fire and directed to neighboring fire agencies with whom the district or the Clackamas County Fire Defense Board have mutual aid agreements (e.g., Tualatin Valley Fire & Rescue, Portland Fire, Gresham Fire). Resource needs beyond those available through mutual aid will be requested from OSFM by the Fire Defense Board Chief. When the USAR operations are part of a larger County incident response and the EOC is activated, requests for USAR assistance will originate from the EOC.

3.4 Coordination with Other ESFs

The following ESFs support SAR-related activities:

- **ESF 3, Public Works:** Provide heavy equipment to support USAR operations.
- **ESF 4, Firefighting:** Provide resources to support USAR operations.
- **ESF 8, Health and Medical:** Coordinate emergency medical services for disaster victims.
- **ESF 13, Law Enforcement:** Provide resources to support SAR operations.

4 Emergency Coordination



4.1 County

CCSO manages and coordinates most SAR operations in the county. The exception is for SAR cases involving missing children, elderly people, or others who have wandered away from a home or care facility in a city with its own police department (PD). In that case, the city PD may manage the operation or seek assistance from CCSO SAR. If CCSO SAR responds, it will typically take over incident management. In all cases, CCSO is still the SAR coordinator for the county with authority and responsibilities for SAR operations that include direct coordination with local volunteer SAR organizations, neighboring county sheriffs, and the State SAR Coordinator.

CCDM provides support for on-scene Incident Command and activates the EOC if requested. When the EOC is activated to support a SAR operation as well as when SAR operations are being conducted as part of larger incident response, SAR program coordination with neighboring counties and the State will be managed by CCSO reps in the EOC. When the EOC is activated to support a USAR operation as well as when USAR operations are being conducted as part of larger incident response, USAR program coordination with mutual aid fire service agencies and the State will be managed by a Clackamas Fire rep in the EOC.

Public and Government Affairs (PGA) staffs Public Information Officer (PIO) and Joint Information Center (JIC) operations and coordinates incident information with on-scene Incident Command and other stakeholder agencies. This includes coordination with the Clackamas Fire PIO for USAR operations. The CCSO PIO has primary responsibility for messaging regarding CCSO SAR operations but works closely with the PGA PIO and JIC to coordinate message content and delivery.

The Department of Transportation and Development (DTD) coordinates heavy equipment and operator resource support for USAR operations. This includes coordination with city public works departments and districts with public works resources as well as with the private sector.

4.2 Cities

Several city departments may play a role in SAR and USAR operations.

- Police departments may take the lead in managing search efforts involving missing children, elderly people, or other individuals who have wandered away from a care facility.

- Fire departments may provide specialized USAR support to Clackamas Fire.
- Public works departments may provide heavy equipment and operators to support Clackamas Fire's USAR operation.

Existing fire service mutual aid agreements and the intra-county mutual aid agreement provide foundations for the provision of mutual aid.

When the County EOC is activated for a larger emergency that includes SAR and/or USAR operations, cities will coordinate the provision of mutual aid through the EOC.

4.3 Districts

Clackamas County Fire District #1 (Clackamas Fire) manages and coordinates most USAR operations in the county. It does that directly within its service area and on a mutual aid basis in support of the county's other fire service agencies. The only exception is for catastrophic incidents (e.g., earthquake) where federal USAR teams are deployed to the county and take the lead in managing USAR operations. In that case, Clackamas Fire may work alongside or in support of the teams or be assigned to manage a specific incident scene. When Clackamas Fire has the lead for USAR operations, it has the authority to request mutual aid support from neighboring fire service agencies and to seek assistance from the State Fire Marshal following procedures in the State Fire Service Mobilization Plan. When the County EOC is activated, Clackamas Fire will assign a representative to the EOC to coordinate USAR mutual aid and state support.

Tualatin Valley Fire & Rescue and the county's other fire districts will work closely with Clackamas Fire to provide USAR mutual aid assistance as resources allow. Intra-county and county-to-county mutual aid agreements between fire service agencies may be used as the foundations for providing support.

Water, sanitation, and other districts which operate heavy equipment will work closely with Clackamas Fire or the County EOC, when activated, to provide USAR mutual aid assistance as resources allow. Signatories to the intra-county mutual aid agreement may use it as the foundation for providing support.

4.4 Regional

Clackamas County is a participant in the Omnibus Inter-County Mutual Aid Agreement which provides a framework for counties to request mutual aid from each other in emergencies. Use of this agreement should only be necessary to request heavy equipment and operators for USAR operations since other, more direct, processes exist to acquire specialized SAR and USAR support.

4.4 State and Federal Assistance

The state's existing SAR and USAR programs and processes allow CCSO and Clackamas Fire to request support for SAR (CCSO) and USAR (Clackamas Fire and the Fire Defense Board Chief) directly through the state. CCSO works through the State SAR Coordinator and Clackamas Fire through the Fire Defense Board Chief and the State Fire Marshal. When those operations are part of a larger emergency and the County EOC is activated, requests for state support should

originate from the EOC and be channeled through the State Emergency Coordination Center (ECC). The State ECC will coordinate state resources and request federal assistance if necessary.

The Oregon Resource Coordination Assistance Agreement (ORCAA) provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this agreement, participants must agree to a reimbursement request in writing before resources are dispatched. This agreement would be most useful in obtaining heavy equipment and operator support for USAR operations.

4.4.1 State

The State SAR Coordinator is responsible for coordinating and supporting the SAR program statewide and is the primary point of contact for seeking fixed and rotary wing aviation support. The SAR Coordinator can also coordinate support from other county sheriff SAR programs.

The Oregon Air National Guard (ORANG) operates rotary wing aircraft, and the Civil Air Patrol (CAP) operates small, fixed wing aircraft that may be utilized for SAR operations. CAP is a nonprofit corporation and serves as the civilian auxiliary of the U.S. Air Force and can be deployed at the request of the State SAR Coordinator.

4.4.2 Federal

The Federal Emergency Management Agency (FEMA) coordinates 28 USAR Task Forces that can be deployed following both a governor's emergency declaration and a federal emergency or major disaster declaration for the state.

The resources of the USAF's 304th Air Rescue Squadron as well as those of the USCG may be available for rescue, medical stabilization, and transport. The State SAR Coordinator is responsible for making those arrangements.

5 ESF Annex Development and Maintenance

The Clackamas County Sheriff's Office (CCSO) is responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency is responsible for developing plans and procedures that address assigned tasks.