

ESF #9

Urban Search & Rescue



PURPOSE

Provide search and rescue coordination and support services in support of emergency events in Louisville Metro.



Jefferson County

PRIMARY AGENCY: LOUISVILLE FIRE & RESCUE/JEFFERSON COUNTY FIRE PROTECTION DISTRICTS

Support Agencies	American Red Cross – Louisville Chapter
	Civil Air Patrol
	Jefferson County Fire Protection Districts
	Jefferson County Search Dog Association
	Louisville/Jefferson County EMA
	Louisville Fire and Rescue
	Louisville Metro Emergency Medical Services
	Louisville Metro Public Works
	Transit Authority of River City (TARC)

POLICIES

- Plan, coordinate, and conduct or implement search and rescue operations in disaster impacted areas in accordance with established procedures based upon life safety and available resources.
- Coordinate multi-agency search and rescue response efforts in accordance with all local, state, and federal procedures to ensure safe and efficient search and rescue response operations countywide and with municipal jurisdictions.
- Coordinate with other ESFs for the efficient medical treatment and transportation of victims to medical facilities.
- Establish staging areas and logistical support bases for requested mutual aid resource in support of Search and Rescue.
- Coordinate incoming mutual aid resources in support of search and rescue operations.
- Manage and coordinate all fire and support operations under the National Interagency Incident Management System (NIIMS).

I.PURPOSE

Search and Rescue (SAR) is the employment of resources (municipal, private, county, state and federal) to locate and return to safety persons who have become lost, injured, stranded, trapped or who have died. Search, rescue and recovery operations are managed in varying environments, both land and water.

Search and rescue emergencies may reach such magnitude as to require resources from adjacent jurisdictions, states, private organizations or the federal government. A catastrophic disaster or emergency within the Commonwealth, or adjacent states, could result in rescue problems of such an extent as to require utilization of all rescue resources within the state and the exchange of resources between states via mutual aid.

The purpose of Emergency Support Function (ESF) 9 is to provide search and rescue coordination and support services in support of emergency events in Louisville Metro. ESF 9 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 9 resources are used when individual agencies are overwhelmed and search and rescue assistance requested.

A disaster affecting a large area and/or population is similar (not in magnitude) to emergencies that the fire service responds to routinely. Available local fire districts will respond and request the deployment of Louisville Metropolitan Search and Rescue as appropriate. It will be necessary to summon resources from other areas where search and rescue capability has not been committed prior to the depletion of local resources. Available resource locations include surrounding counties in Kentucky (limited resources) and southern Indiana (limited resources) plus the resources available via the Mutual Aid Agreements with Indianapolis, Indiana and Cincinnati, Ohio. The purpose of this plan is to provide a mechanism for use of those resources for search and rescue on an inter-jurisdictional basis.

II.CONCEPT OF OPERATIONS

A. General

The first priority after a disaster is to locate any victims in affected areas and ensure the safety of injured or stranded personnel. The injured must be treated on the scene and moved to medical facilities as soon as possible. Those stranded must be relocated to safe areas. The search and rescue effort within

Louisville/Jefferson County will be a coordinated effort involving Louisville Fire & Rescue, Jefferson County Fire Protection Districts, Metropolitan Search and Rescue, Louisville Metro Emergency Medical Services, public works and law enforcement agencies.

1. ESF 9 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro Emergency Operations Center and in the field. The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines that describe ESF 9 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 9 implementation. ESF 9 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 9 will evaluate and analyze information regarding fire detection, suppression and prevention requests for response; develop and update assessments of the search and rescue situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. When an event requires a specific type or response mode, technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.
6. Each search and rescue organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.
7. The Louisville/Jefferson County Metro Emergency Management Agency will maintain up-to-date listings of search and rescue resources in Jefferson County including names of responsible officials, readiness status and major items of teams/equipment identified in Resource Typing.

8. The staffing directory, ESF 9 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency. Notification lists are reviewed/updated at least quarterly and all other documents at least annually.
9. Search and rescue teams are responsible for training and continuing education of their personnel.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 9 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 9 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 9 for receipt/facilitation of the local fire departments' needs/resource requests.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 9.
- During the response phase, ESF 9 will evaluate and analyze information regarding search and rescue requests. ESF 9 will develop and update assessments of the search and rescue status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 9 Emergency Operations Plan and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with

and in support of the overall Emergency Operations Plan. All such documents must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).

- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 9, in consultation with the requesting jurisdiction, may obtain additional search and rescue resources via established mutual aid agreements.
- The Kentucky Division of Emergency Management serves as the lead agency for search and rescue coordination/support at the regional and state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 9 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.
- On activation of an Emergency Operations Center in more than one county, the Kentucky State Fire Marshal's Office may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 9/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 9/comparable will evaluate and analyze information regarding search and rescue requests. ESF 9/comparable will also develop and update assessments of the search and rescue situation and status in the impact area and initiate contingency planning to meet anticipated demands and needs.

- The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan to include accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 9. Louisville Fire & Rescue and the Jefferson County Fire Service will jointly manage the emergency activities of ESF 9.
- Upon instructions to activate ESF 9, Metropolitan Search and Rescue and ESF 9 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 9 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. Each phase requires specific skills and knowledge to accomplish. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 9 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- Assessment of search and rescue (SAR) needs and potential impacts
- SAR personnel

- SAR equipment and supplies
- Evacuation and re-entry support
- Emergency responder health and safety
- Radiological/chemical/biological hazards monitoring/mitigation
- Mental health and crisis counseling for responders
- SAR public information and risk communication
- SAR management, command and control of assets
- SAR activities related to terrorist threats and/or events
- Logistical staging areas
- Catastrophic incident and alternate SAR facility support

1. PREPARATION

Actions and activities that develop search and rescue response capabilities may include planning, training, orientation sessions and exercises for ESF 9 personnel (i.e., county, regional and state) and other emergency support functions that will respond with ESF 9. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 9 support agencies and other emergency support functions to refine search and rescue operations.
- Develop and refine procedures for rapid impact assessment per field surveys.
- Conduct training and exercises for Emergency Operations Center (EOC) and search and rescue response team members.

- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and search and rescue strategies.
- Develop and present training courses for ESF 9 personnel, provide information on critical facilities/infrastructure to the Louisville/Jefferson County Metro Emergency Management Agency and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analyses at critical facilities and make recommendations to improve the physical security.
- Conduct All Hazards exercises involving ESF 9.

2. MITIGATION

- Identify and seek funding for retrofitting critical facilities and providing auxiliary power.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 9 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with each fire district.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.
- Establish mutual aid procedures for the following resources: search and rescue, interoperable communications and others as appropriate.
- Coordinate resource management and logistical support.
- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct search and rescue resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.

- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

4. RECOVERY

- Contact each fire district for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by fire district.

ESF 9, in consultation with the requesting jurisdiction, may obtain additional search and rescue resources via established mutual aid agreements.

The Kentucky Division of Emergency Management serves as the lead agency for search and rescue coordination/support at the regional and state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 9 and to the extent practical provide coordinators, assessors and operational personnel in support of the EOC or field activities.

On activation of an Emergency Operations Center in more than one county, the Kentucky Division of Emergency Management may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

E. Direction and Control

1. ESF 9 complies with the National Response Framework, the National Incident Management System and uses the Incident Command System (composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparation, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 9 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and private voluntary agencies have knowledge about the system and ESF 9 expectations.

2. The ESF 9 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 9 Coordinator during emergency activations. Per the Incident Command System structure, the Planning, Logistics, Finance/Administration and Operations Section Coordinators plus staff at the Emergency Operations Center (EOC) assist the EOC Manager in achieving the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.
4. In accordance with a mission assignment from ESF 9 and further mission tasking by a local primary agency, each support organization assisting in an ESF 9 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 9. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Fire & Rescue/Jefferson County Fire Protection Districts)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide search and rescue assistance to affected areas and populations.
- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of urban and suburban fire agencies' personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 9 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.

- Task support agencies as necessary to accomplish ESF 9 support responsibilities.
- Monitor search and rescue emergency response and recovery operations. ESF 9 Incident Commanders or designees will coordinate all state and federal resources into the affected areas from staging areas.
- Manage search and rescue and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 9 representatives or designee.
- Make specific requests for assistance to the State ESF 9/comparable as needed. The state will activate resources through the State Emergency Response Plan.
- Re-assess priorities and strategies throughout the emergency according to the most critical search and rescue needs.
- Assist with emergency evacuations and re-entry of threatened areas.
- Demobilize resources and deactivate the ESF 9 function upon direction from the EOC Manager.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 9.

- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.

- Local law enforcement agencies (ESF 13) will provide crowd control, security measures, roadway assessments and ingress/egress actions to protect the public and property in and proximate to areas involved in search and rescue operations.
- Jefferson County Search Dog Association will provide trained personnel (canine and human) to assist in victim location.
- Louisville Fire & Rescue and Jefferson County Fire Protection Districts will provide first line response for fires and other major disasters requiring trained personnel and equipment.
- Transit Authority of River City will provide transportation for response personnel and relocation of affected populations as required.
- Civil Air Patrol will provide over-flight reconnaissance of disaster-affected areas to assist in plan formulation.
- Private and quasi-private utilities (ESF 12) will coordinate with ESF 9 to address search and rescue problems due to leaking natural gas, downed power lines, water main breaks, or other utility infrastructure issues.
- Louisville Metro Public Works (ESF 3) and other departments will provide equipment and other major resources needed to provide access to and remove debris from entrapment sites, and clear roadways or other areas in support of emergency response actions.
- Louisville Metro Emergency Medical Services (ESF 8) will provide emergency medical care and transportation of victims beyond initial collection sites.
- American Red Cross and other community agencies (ESF 6) will provide field support to emergency response personnel (food, water, basic assistance, etc.) and shelter support as required for displaced populations.

- Jefferson County Coroner's Office (ESF 8) will provide casualty management for the deceased.

G. Financial Management

ESF 9 is responsible for managing financial matters (specific to ESF 9 activity) related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/ department must also track and record its own expenditures to ensure accuracy with any submissions for potential reimbursement. Information will be provided post-event as to application procedures for reimbursement.

The Finance/Administration Section will coordinate with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro Government and other local governments' fiscal and personnel management officials, Kentucky Division of Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents and directly with vendors as necessary.

Expenditures by other departments for activity not directly related to ESF 9 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.