

# ESF 9

## Emergency Operations Plan – Emergency Support Function 9 *Search and Rescue*

## Section 1: Introduction

### 1.1 Lead Agencies

- Department of Inland Fisheries and Wildlife - Maine Warden Service (MWS)
- Department of Marine Resources - Marine Patrol (MP)
- Department of Public Safety - Maine State Police (MSP)

### 1.2 Supporting Agencies

- U.S. Coast Guard (USCG)
- Department of Agriculture, Conservation, and Forestry - Maine Forest Service
- Department of Defense, Veterans, and Emergency Management
  - Maine Emergency Management Agency (MEMA)
  - Maine National Guard (MENG)

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## Section 2: Purpose, Scope, Situation, and Assumptions

### 2.1 Purpose

The State of Maine has several agencies responsible for Search and Rescue (SAR) in different geographic areas of the state. The MWS is responsible for SAR operations that occur on land and the inland waters. USCG is responsible for SAR operations that occur on coastal waters. They work in cooperation with the MSP. MSP is responsible for air SAR operations for aircraft believed to be lost or down within the state of Maine, including its coastal waters, as a result of a crash involving over-flying aircraft or parachute jumps.

ESF-9 provides a framework for coordination and cooperation across federal, state, county, and local agencies, and support partner organizations, to provide SAR services in technical and non-technical search, wilderness and wide area SAR operations before, during, and after a disaster or emergency in the state. Operations may include searches for missing persons, aircraft, extrication of victims from confined spaces, and immediate medical support of located victims.

### 2.2 Scope

- The life safety of victims and rescuers is the priority.
- SAR operations will be conducted using the principles of National Incident Management System (NIMS) and Incident Command System (ICS).
- Many SAR related incidents will be small in scope and can be addressed by local MWS as part of normal day to day operations using resources readily available to them. In these cases, the SEOC would not be activated.
- In accordance with current agreements, MEMA has the authority to request the activation of the Massachusetts Task Force 1 (MA-TF 1) Team as a resource, as needed.

### 2.3 Situation

A major or emergency disaster may result in large numbers of displaced, stranded, lost, or trapped individuals needing prompt rescue and medical attention. Because the first 72 hours of an incident that may require SAR operations are crucial to the survivability of victims, SAR must begin as soon as possible. In addition, secondary events or disasters may threaten survivors as well as SAR personnel.

SAR personnel may deal with extensive damage to buildings, roadways, bridges, and public works or other utility structures. Fires, explosions, flooding, and hazardous materials spills or releases may compound problems and threaten both survivors of the disaster and rescue personnel alike. In the event of an act of terrorism, SAR operations may need to be conducted in close coordination with law enforcement crime scene investigation procedures.

state of Maine responsible agencies, based on the SAR mission, include:

- MWS: Land-based SAR missions and inland waters.
- MP/USCG: SAR missions in coastal waters.
- MSP: Missing or overdue aircraft believed to be downed.

MEMA maintains a listing of qualified volunteer SAR resources. There are no Urban Search and Rescue (USAR) teams currently within the State of Maine.

## 2.4 Assumptions

- When the State Emergency Operations Center (SEOC) is activated in anticipation of or response to emergency/disaster with impacts to the state of Maine, ESFs needed to support response are activated.
- When an incident occurs, MWS may contact the MSP for response resources prior to contacting and utilizing local, county, and private sector assets, as well as other state or federal resources.
- Coordination and direction of searchers, equipment, and volunteers that may support a SAR operation will be required.
- Requests for air SAR/medical evacuation support from the MENG can be approved through the Air Force Rescue Coordination Center in Florida.

## Section 3: Concept of Operations

### 3.1 General

This annex will be activated at the direction of MEMA when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agencies will provide direction and work in conjunction with the support agencies to coordinate the activities of ESF-9.

- The lead agencies shall designate a minimum of four persons who can serve as representatives for their agency at the SEOC to support ESF-9 activities. The designated agency representatives should have extensive knowledge of the resources and capabilities of their respective agency and have access to the appropriate authority for committing such resources to support the response to the incident. ESF-9 reports to the SEOC Operations Section, with an indirect report to the Planning Section.
- During an emergency or disaster, ESF-9 will coordinate SAR support from state, federal, county, and local personnel and equipment. ESF-9 will also coordinate support organizations and volunteer agencies involved in SAR missions. Supporting agencies will provide additional staff support for the ESF-9 in the SEOC as needed. MEMA will be responsible for procuring out-of-state and federal resources.
- MWS will staff the ESF-9 work station, identify which, if any, support agencies for ESF-9 are needed, activate support agencies or place them on standby. MWS will ensure all agencies assigned to assist ESF-9 respond to requests for search and rescue incidents.
- Responsibility for situation assessment and determination of resource needs rests with the local jurisdiction in coordination with ESF-9 and the SEOC. State assets will assist and augment the local on SAR responsibilities and efforts.
- Law enforcement will be responsible for ongoing investigation throughout the search mission. All search areas will be considered as crime scenes until proven otherwise.
- For mission or overdue aircraft presumed to be downed in the state or its coastal waters, reference the MSP's Traffic Safety Unit's Air SAR Plan.
- All efforts will be made to locate missing persons as soon as possible. However, after a thorough search has been made and all available information has been reviewed; the lead agency, in conjunction with support agencies, will determine whether or not to continue the active search.
- All SAR mission documentation will be filed by the authority having jurisdiction.
- Provide state-level situational awareness and expertise on the status of pertinent SAR operations.
- Coordinate resources to support SAR operations at the state level to protect life and maximize the efficient use of the available resources.

### 3.2 Activities

Responsible agencies for ESF-9 should conduct the following actions:

#### a. Prevention

- Communicate and share information across agencies with SAR responsibilities.
- Collaborate and coordinate on SAR related prevention and security initiatives.
- Identify opportunities to collaborate on SAR related training and operations in the state.
- Identify potential search and rescue issues and collaborate to develop or recommend protocols, procedures, and policies to prevent or mitigate their effects.

**b. Preparedness**

- Notify MEMA of any changes that may impact the operation of this ESF.
- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency SAR plans, procedures, resource directories, and emergency contact lists to support ESF-9 activities.
- Ensure policies and procedures are in place to access directory information and quickly notify personnel in support of this plan.
- Develop and maintain a system for receipt and dissemination of information, data, and directives pertaining SAR operations to agencies and organizations supporting this plan.
- Maintain current inventories of SAR facilities, equipment, and materials and supplies by agency and type to ensure a timely response.

**c. Response Actions****i. Pre-Impact**

- Provide at least two representatives to the SEOC to support ESF-9. A total of four personnel must be trained to support the lead agency.
- Maintain communications within the EOC, obtain status reports, and keep the EOC informed of the progress of assigned tasks.
- Notify the appropriate support agencies and organizations to pre-position resources and response personnel as needed.
- Review existing plans and procedures.
- Ensure other ESF and MEMA command staff members are kept informed of the situation.
- Test communications systems.
- Coordinate information to verify SAR activities, capabilities, and inventories of available resources and report this information on a regular basis via a summary listing to the MEMA EOC Operations Chief.
- Coordinate the mobilization and pre-positioning of SAR response resources pre-incident, once it is apparent that SAR resources will be required, or as requested by the MEMA EOC Manager.
- Provide situational awareness information for reports and/or statements to the EOC Planning Section and MEMA command staff, as needed.

**ii. Initial Response**

- If agency has not already done so, provide appropriate representatives to the SEOC to support ESF-9.
- Verify inventories of available resources and personnel and provide a summary listing to the SEOC Operations Section Chief.
- Identify and coordinate the pre-positioning of needed resources to the nearest staging area(s) as needed.
- Establish communications with appropriate field personnel to coordinate resources to support response efforts and gain situational awareness.
- Obtain a general description of the situation as it pertains to ESF-9 and analyze any operational support requirements.

- Implement pre-determined cost accounting measures for tracking overall costs, to include personnel, equipment, materials and other costs incurred during emergency SAR support activities.
- Coordinate with other ESFs to coordinate equipment and supplies needed for both non-technical and technical SAR missions.
- Collect and disseminate information and intelligence related to SAR operations for disasters or emergencies, either existing or pending.
- Initiate notification of the required personnel and support organizations required to support emergency operations.
- Gather and provide situational awareness information for reports and/or statements to the EOC Planning Section, as needed. In addition, use information provided by the EOC Planning Section to plan effective response actions.
- Coordinate with federal ESF counterparts as needed.

### iii. **Coordination with other ESFs Checklist**

- ESF-1, Transportation, regarding any needed assets to transport search and rescue personnel and equipment to affected areas.
- ESF-8, Health and Medical, to coordinate assets to provide mental health and crisis counseling.
- Coordinate with other ESFs, as needed

### iv. **Ongoing Response**

- Coordinate resources to support SAR mission requests, response operations, and related service/resource requests.
- Coordinate with federal, state, county, local, volunteer, and SAR personnel, as necessary.
- Track committed resources for possible redeployment and other purposes, and provide regular updates on the status of all missions assigned to SEOC Operations Section Chief.
- Conduct ongoing assessments of SAR priorities and strategies to ensure adequate resources to support critical SAR operational needs with a priority on life safety.
- Track financial expenditures and keep financial records.
- Coordinate state-level technical assistance and resources for SAR missions.
- Continue to monitor, gather, and provide SAR situational awareness information for reports and/or statements to the EOC Planning Section, as needed.
- Use information provided by the EOC Planning and Operations Sections to plan effective response actions.
- Plan for and establish relief resources to replace or rotate resources committed for extended periods.
- Ensure briefings are conducted during ESF-9 shift changes and at designated times throughout the event.

### d. **Recovery**

- Continue to provide SAR to incidents on an as needed basis during the recovery phase.
- Coordinate resources to assist and provide technical support and expertise to MEMA damage assessment teams.
- Identify anticipated recovery needs for ESF-9 resources, manpower, and equipment.



- Inventory any lost or damaged equipment, and record any personnel injuries or equipment accidents.
- Participate in after action meetings and review after-action reports.
- Draft recommendations for after-action reports and other reports.

**e. Mitigation**

- Provide ESF-9 agency representatives to planning meetings.
- Identify potential SAR issues, and collaborate to develop or recommend plans, protocols, procedures, and policies to prevent or mitigate their effects.
- Conduct assessments of ESF-9 capabilities to identify potential shortfalls.
- As needed, develop plans to mitigate identified shortfalls of resources.

## Section 4: Responsibilities

### 4.1 Lead Agencies

#### a. Department of Inland Fisheries and Wildlife - Maine Warden Service

- Staff the ESF-9 work station at the SEOC.
- Identify any additional agencies to support ESF-9 at the SEOC. Develop and maintain a roster of personnel to staff the ESF-9 desk at the SEOC with sufficient staffing for 24-hour operations.
- Coordinate with all support agencies and MEMA command staff to manage SAR resources and prioritize SAR needs, prioritizing the protection of life and property. Coordinate resources to support SAR incidents under the following criteria:
  - Any incident that involves on-scene, multi-state jurisdictional coordination.
  - Any viable intra-state lost or missing person search.
  - Any high-profile incidents involving state coordinated assets as determined by the MEMA Director or his/her designee.
  - Any incident at the request of the local jurisdiction.
  - All declared overdue/missing aircraft events that result in a ground search effort. MSP are the primary on missing aircraft. MWS will assist by being the Ground Search Coordinating Agency.
- Coordinate resources such as helicopters, ground searchers, logistics trackers, equipment and personnel to assist in SAR operations.
- Support requests for SAR assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Provide knowledge of remote areas of the state.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during SAR operations.
- Ensure financial tracking of all deployed assets.
- Coordinate resources to support SAR operations in the woodlands and remote areas of the state and provide security at the sites.
- Coordinate resources to support SAR of lost persons.
- Provide MWS IMAT to any agency if requested and are able to respond without compromising other incidents.
- Provide MWS Mobile Command Vehicle (MCV) to other agencies for serious incidents. When the response will not compromise other incidents.
- Coordinate with ESF-8, Public Health and Medical Services, to assist with medical needs and transportation of victims beyond initial collection points.
- Maintain ESF-9 plans and procedures to be implemented during emergency operations.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial SAR missions.
- Maintain alert procedures to ensure rapid response during SAR operations.
- Serve as a liaison for other states' operations involving SAR, as needed.

- Maintain and update the Maine State SAR Plan.
- Coordinate resources to coordinate and supervise civilian search and rescue teams.
- Ensure financial tracking of all deployed assets.

#### **b. Department of Marine Resources - Marine Patrol**

- Coordinate resources to support search and rescue incidents under the following criteria:
  - Any incident at the request of the local jurisdiction.
  - All declared overdue or missing watercraft when coastal waters are involved.
  - All declared missing aircraft when coastal waters are involved (will work in support of the MSP).
  - Any incident that involves on-scene, multi-state jurisdictional coordination.
  - Any viable intra-state lost or missing person on the Coastal Waters that involves multi-state, on-scene jurisdictional coordination.
  - Any high profile incidents involving state coordinated assets as determined by the MEMA Director or his/her designee.
- Provide an adequate number of representatives to support MEMA in the SEOC, when requested.
- Coordinate resources such as fixed wing airplanes, watercraft, equipment, and personnel to assist in SAR operations.
- Support requests for SAR assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols, SOPs, and statutes as required.
- Provide resources to augment security related to SAR operations.
- Provide knowledge of coastal waters of the state.
- Coordinate resources to provide technical assistance and support for technical, rural and aerial search and rescue missions.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during SAR operations.
- As needed, coordinate the provision of temporary accommodations for field operations teams operating in state parks and forests within MP jurisdiction.
- Provide resources to assist with mass fatality response, if required.
- Coordinate resources to support coastal SAR activities and search of lost persons on coastal waters.
- Ensure financial tracking of all deployed assets.
- Coordinate with MEMA and other state, county, and local agencies/officials to address outstanding resource needs.

#### **c. Department of Public Safety - Maine State Police**

- MSP are the primary on missing aircraft.
- Provide an adequate number of representatives to support MWS ESF 9 at the SEOC when requested.
- Coordinate with MWS ESF-9 to provide resources such as wardens for K-9 resources, aircraft, and investigative resources.
- Provide situational awareness to MWS about security, criminal activity in SAR and disaster areas.

- Support requests for SAR assets within capabilities and parameters of other operational commitments, existing agreements, protocols, and statutes, as required.
- Coordinate resources to support crowd control, security measures, roadways assessments and ingress/egress actions to protect the public and property in, near, and around areas involved in SAR operations.
- Coordinate all declared overdue/missing aircraft events.
- Provide IMAT to MWS, if requested  
Provide the MSP MCV, if requested.

## 4.2 Supporting Agencies

### a. U.S. Coast Guard

Work with state agencies in response to SAR efforts that occur over coastal waters.

### b. Department of Defense, Veterans, and Emergency Management - Maine Emergency Management Agency

- If needed, request activation of MA-TF 1 through an MOU as a state or federal asset.
- Assist with the coordination of SAR assets for national or international search incidents upon request.
- Ensure financial tracking of all deployed assets.
- Maintain alert procedures to ensure rapid response during SAR operations.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Ensure appropriate Emergency Medical Services (EMS) personnel are available to provide emergency medical care at all SAR operations, if needed.
- Coordinate with ESF-8 to identify and provide mental health staff to assist in crisis counseling efforts for emergency responders and for people who are affected by the disaster.
- Develop and maintain this annex.

### c. Department of Defense, Veterans, and Emergency Management - Maine National Guard

- Provide an adequate number of representatives to support ESF-9 at the SEOC when requested.
- Coordinate resources to support searches for lost persons and/or aircraft.
- Coordinate resources to provide technical assistance and support for technical, rural, and aerial SAR missions.
- As needed, provide an Air Coordination Officer to the SEOC to coordinate multiple agency aircraft operations as provided by the U.S. Air Force and/or Maine Wing, Civil Air Patrol.
- Coordinate pertinent federal resources to support response for SAR.
- Provide resources to support crowd control, security measures, roadways assessments, and ingress/egress actions to protect the public and property in, near, and around areas involved in SAR operations.
- Coordinate with other ESF-9 agencies to address outstanding resource needs.
- Maintain alert procedures to ensure rapid response during SAR operations.

- Provide resources to assist with mass fatality response, if needed, which may include transportation, armed security for the incident site, incident morgue, holding facility, and the Family Assistance Center.
- Support requests for SAR assets within capabilities and within the parameters of other operational commitments, existing agreements, protocols and statutes as required.
- Ensure financial tracking of all deployed assets.

## Section 5: Supplementary and Procedural Documents

- Marine Patrol Search and Rescue Policy

## Section 6: References

- Maine Fire Department Census
- Maine Fire Service Laws
- MOU USCG and Maine Marine Patrol