

ESF 09: Search and Rescue

PRIMARY AGENCIES:

Law Enforcement
Walla Walla County Sheriff's Office Search and Rescue (SAR)
Walla Walla County Emergency Management

SUPPORT AGENCIES:

Amateur Radio Emergency Services
American Red Cross serving Central and Southeastern Washington
Civil Air Patrol
Fire Services
Public Works Departments
Walla Walla County Emergency Medical Services
Walla Walla County Emergency Public Information Officer
Walla Walla Emergency Services Communications Center

I. INTRODUCTION

A. Purpose

To provide guidelines for the effective utilization of search and rescue resources and for the coordination of search and rescue efforts within Walla Walla County. According to the Revised Code of Washington (RCW): *"Search and rescue" means the acts of searching for, rescuing, or recovering by means of ground, marine, or air activity any person who becomes lost, injured, or is killed while outdoors or as a result of a natural, technological, or human caused disaster, including instances involving searches for downed aircraft when ground personnel are used....*". (RCW 38.52.010(7))

B. Scope

1. Search and rescue operations are classified in several ways, such as land Search and Rescue (SAR), air SAR, and underground rescue. State law encompasses both wildland and disaster SAR within the definition of land SAR (Section 38.52.010 (7) RCW).
2. Wildland and disaster SAR are also terms used by the federal government, however are covered under two separate plans, (i.e., the National Search and Rescue Plan and the National Response Plan). In the State of Washington, Disaster SAR is generally called urban SAR, which is not specifically defined.
3. Air SAR is defined by Chapter 47.68 RCW and Chapter 468.200 Washington Administrative Code (WAC).
4. A separate Underground (Mine) Rescue Plan is maintained by the Washington State Military Department, Emergency Management Division (WAEMD)/State Emergency Operations Center /SEOC) SAR Coordinator.

5. SAR can also be used at the discretion of the Walla Walla County Sheriff for various incidents or occurrences as deemed appropriate by the sheriff.

II. POLICIES

- A. Land SAR operations are initiated, coordinated, and directed by the Walla Walla County Sheriff in accordance with state and local jurisdiction plans. However, one political subdivision may not be able to provide the necessary equipment or sufficient numbers of trained personnel to successfully carry out a SAR mission. Requests for additional resources including special skills, expertise, or equipment are coordinated by Washington State Military Department, Emergency Management Division (WAEMD)/State Emergency Operations Center (SEOC).
- B. The Incident Command System (ICS) is the preferred method of on-scene incident management for SAR operations within the state. In accordance with RCW 38.52.400 (1), ICS shall be used for multi-agency/multi-jurisdiction SAR operations.
- C. Land SAR will normally be the responsibility of the law enforcement agency in whose jurisdiction it takes place. (See RCW 38.52.400(1))
- D. Urban SAR will normally be the responsibility of the law enforcement in whose jurisdiction it takes place.
- E. Air SAR, for missing or downed civil aircraft is the responsibility of the State Department of Transportation, which may involve the local Civil Air Patrol.
- F. Underground/mine rescue, after deployment of local resources, outside assistance may be requested from WAEMD/SEOC.

III. SITUATION

- A. Emergency/Disaster Conditions and Hazards
 1. The wide range of and easy access to outdoor recreational activities in the state and the large number of people who participate in those activities results in a significant number of people becoming lost and/or injured or killed every year.
 2. The Walla Walla County Sheriff is responsible for all Search and Rescue efforts within Walla Walla County.
 3. The Walla Walla County Emergency Management Department (WWEM) will work with all law enforcement agencies within the county, but primarily with the Walla Walla County Sheriff's Office personnel since their jurisdiction is where most SAR operations will take place. These efforts will include the coordination and the planning for training of personnel qualified to participate in SAR operations.
 4. Maps to be used during SAR exercises and real events should have the uniform map system (UMS) grid overlaid on them. This will allow for uniform reporting between state agencies and local SAR agencies. Appendix D & E contain information on the UMS.
 5. In Walla Walla County the Sheriff's Office (SO) has established three levels of SAR operations.

- a. **LEVEL 1** Will involve only SO personnel, local volunteer organizations and any mutual aid agreement jurisdictions that may be appropriate.
- b. **LEVEL 2** Will occur when specific or specialized, non-county, or volunteer organizations are called upon for assistance.
- c. **LEVEL 3** Will be declared when a large number of volunteers are needed and a general "call out" is made by the SO.

B. Planning Assumptions

- 1. SAR missions will continue to increase as the population, recreational opportunities, and the wildland/urban interface continue to grow.
- 2. The widely differing terrain and climatic conditions in the county mandate a locally based SAR first response system.
- 3. Natural and technological disasters will greatly increase the scope of SAR operations.

IV. CONCEPT OF OPERATION

A. General

- 1. In Walla Walla County, SAR operations are initiated, coordinated, and directed by the Walla Walla County Sheriff per RCW 38.52.400 in accordance with state and local jurisdiction plans using local resources registered pursuant to Chapter 118-04 WAC.
- 2. Requests for additional resources including special skills, expertise, or equipment are coordinated by WAEMD/SEOC.
- 3. Air SAR for missing or downed civil aircraft is the responsibility of WSDOT.
- 4. The Underground (Mine) Rescue Plan covers rescues from caves, active and abandoned mines, and underground works. Any underground rescue may be coordinated with the WAEMD/SEOC SAR Coordinator. The plan is maintained by the WAEMD/SEOC SAR Coordinator.
- 5. If a multi-jurisdictional SAR operation occurs, the state Rescue Coordination Center (RCC) may be activated to provide coordination and support for all organizations involved.
- 6. Once the Walla Walla County Sheriff requests a mission number from the WAEMD/SEOC Duty Officer (DO) either directly or via WWEM, the Sheriff must keep WAEMD/SEOC DO and WWEM advised of progress until the mission is terminated with the state.

B. Organization

The Walla Walla County Sheriff or designee is responsible for SAR operations within his/her jurisdiction. WWEM will coordinate direct support to SAR operations in their political subdivisions and register volunteers. Local programs also provide training and education for volunteer SAR units, as well as, for the organization and deployment of SAR resources.

C. Procedures

- 1. Land SAR

- a. Law Enforcement response will be in accordance with their SOPs and the Walla Walla County Comprehensive Emergency Management Plan.
- b. WAEMD/SEOC, when notified of a SAR mission by the Walla Walla County Sheriff or designee, will issue a state mission number. The issuance of this mission number authorizes the employment of volunteers under the provisions and protection of the Emergency Worker program Chapter 118-04 WAC.
- c. WAEMD/SEOC, upon receiving a request for assistance from an authorized official, will coordinate the resources of other political subdivisions, as well as state, out-of-state, federal, and international agencies in support of the requesting jurisdiction. The state SAR Coordinator may be deployed to the scene to provide this coordination.
- d. Multi-jurisdictional SAR operations may be coordinated by WAEMD/SEOC, when requested. Major multi-jurisdictional SAR operations resulting from a natural or technological disaster may require the activation of the state RCC. The state RCC may either be collocated with the SEOC or at a location in proximity to the incident site. The director of the state RCC is the state SAR Coordinator.

2. Air SAR

Air SAR for missing or downed civil aviation aircraft is the responsibility of WSDOT Aviation Division (Chapter 47.68 RCW).

3. Underground (Mine) SAR

A separate plan, along with the State Emergency Operations Center (SEOC) Duty Officer procedures is maintained by the WAEMD/SEOC SAR Coordinator. The WAEMD/SEOC Duty Officers use the procedures in responding to a local jurisdiction's request for SAR resources in the event of an underground rescue incident (refer to Appendix F).

D. Mitigation Activities

1. Each law enforcement agency should identify hazards and risks in their jurisdiction. Actions to reduce the likelihood of these events occurring, and/or reducing the impact if they were to occur can then be identified and implemented. Law enforcement can also implement safety and SAR prevention programs, so that citizens are better prepared.
2. Support preventive search and rescue, aviation safety, and survival programs with available resources, when requested.
3. Develop and present preventive SAR programs through public awareness and school education programs.

E. Preparedness Activities

1. Each law enforcement agency can help prepare for SAR situations by keeping their policies and procedures current and associated with identified potential hazards and risk analysis. Also, each agency needs to be involved with the development and maintenance of this emergency plan.
2. Law enforcement agencies can train personnel, try out and test equipment and communications, and evaluate this emergency plan by actively participating in emergency exercises and drills.
3. Develop and maintain lists of resources of other agencies such as Civil Air Patrol, off-road vehicle associations, Red Cross, Amateur Radio or other local agencies that could assist law enforcement during SAR incidents. Law enforcement will establish and maintain liaison with these agencies for the use of their personnel and equipment for special emergency assignments. Law enforcement will assure that these resource lists are shared with WWEM.

F. Response Activities

Based on the type and size of incident, a variety of outside resources may be needed. It is critical for law enforcement or any other emergency services provider first on the scene to provide an accurate and timely size up. An Incident Commander (or Liaison with other agencies Commander) must be identified. The Incident Commander (IC) needs to promptly identify a staging area, and assign someone as the staging officer. The IC will assign personnel to specific areas or tasks, and coordinate and assign resources. Law enforcement may need to coordinate their command with fire service or emergency medical service command, and special groups such as the Federal Bureau of Investigation (FBI), The Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), Federal Aviation Administration (FAA), National Transportation Safety Board (NTSB), or other government agencies may also be involved.

G. Recovery Activities

1. Each department, agency and individual shall maintain accurate records of the incident. They will be responsible for maintaining SAR and recovery expense records for future possible reimbursement. Financial issues such as supplies used, equipment lost or damaged, wages for hours worked including overtime, and other costs require documentation before reimbursement is issued. If emergency vehicles, communications equipment or stations are damaged, special contracts may be needed for their quick repair or replacement, and temporary or long-term arrangements may be needed. During the recovery phase, it is imperative to maintain communication and coordination with the WWEM EOC. Law enforcement departments or the Walla Walla County Public Information Officer (PIO) may provide public information regarding safety issues as people return to their homes and businesses. Departments, districts, and individuals involved in the emergency or disaster should participate in

post event reviews and critiques, and contribute to written reports regarding observations and recommendations.

2. Law enforcement will assist the return of all SAR organizations and personnel to a high state of preparedness, so as to be able to respond to future SAR missions with available resources, when requested.
3. Support for law enforcement and SAR personnel is also part of recovery and returning to normal operations. This support may include counseling, or Critical Incident Stress Management (CISM). CISM is available, at no charge, through the office of the Walla Walla County EMS Director.
4. During the Recovery phase, it is imperative that the Incident Commander maintains communication and coordination with the EOC.

V. RESPONSIBILITIES

A. Walla Walla County Sheriff's Office (SO)

1. Responsible for local search and rescue activities.
2. Initiate SAR operations.
3. The Sheriff will designate a deputy as SAR Coordinator and provide SAR training for that individual.
4. Maintain Standing Operating Procedures (SOP) for conducting searches. Review at least annually for possible revisions. Plans must specify the use of ICS for multi-agency/multi-jurisdiction search and rescue operations.
5. Operate Search and Rescue activities in accordance with state and local operations plans.
6. Notify WWEM when any operation goes to a Level 2 and request a mission number. Also advise of volunteer assistance or other resources that may be needed.
7. Call out volunteers, as needed.
8. Notify WAEMD/SEOC and obtain a state mission number. At the request of the sheriff, WWEM may notify WAEMD/SEOC and obtain a mission number.
9. Contact SEOC for mission number when aircraft are needed.
10. After an operation is completed verify with WWEM the personnel and resources that were utilized during the operation.
11. Assist local organizations with the recruiting and training of volunteers.
12. Promote emergency survival preparedness programs for all who may participate in SAR operations.
13. May restrict access to a specific search and rescue area to personnel authorized by the Walla Walla County Sheriff. Access shall be restricted only for the period of time necessary to accomplish the search and rescue mission. No unauthorized person shall interfere with a search and rescue mission.

B. Walla Walla County Emergency Management Department (WWEM)

1. WWEM shall work in a coordinating capacity directly supporting all search and rescue activities
 2. When requested, notify WAEMD/SEOC and obtain a state mission number for the SO.
 - a. This number is necessary for liability coverage and possible compensation but must be obtained before volunteers are utilized in an SAR operation.
 3. Register volunteers and emergency workers.
 4. Coordinate any requests for state, federal or out of county SAR resources that are needed or are being used.
 5. Notify the Walla Walla County Emergency Management Executive Board when a Level 3 is reached and activate the WWEM EOC, if appropriate.
 6. Notify the county's Emergency Public Information Officer when a Level 3 is reached. (See Appendix 15 - Public Affairs, of the Walla Walla County Comprehensive Emergency Management Plan)
 7. Provide WAEMD/SEOC with periodic status reports.
 8. Assist emergency workers with submission of any claims that might be appropriate.
 9. Make final reports to WAEMD/SEOC to closeout missions.
 10. Review and revise this ESF, if needed, after any major SAR operation or at least every four years.
 11. Assist the SO in recruiting and training of volunteers.
 12. Assist the SO in maintaining a current inventory of SAR resources. (See Appendix A)
- C. Volunteer Organizations
1. Provide personnel and equipment, as requested by the Walla Walla County Sheriff.
 2. Ensure that their personnel being utilized have the proper SAR identification, training and/or experience and are registered with WWEM.
 3. Perform tasks as assigned by the Sheriff or his SAR Coordinator.
 4. Account for and maintain equipment used in the operation.
 5. Participate in the mission critique.
 6. Ensure that claims for any compensation are submitted to WWEM within two (2) weeks after the mission has been terminated.
 7. Provide WWEM with information so that SAR resource records may be maintained in a current status.
 8. Provide WWEM and SO with list of names and phone numbers of persons authorized to commit their organization's resources.
- D. Search and Rescue (SAR) Council
1. Organize SAR exercises and training for volunteer SAR organizations.

2. Provide a forum for volunteer organizations to meet and exchange information about SAR activities.
- E. Washington State Military Department, Emergency Management Division (WAEMD)
1. Issue mission numbers for training exercises and actual events.
 2. Provide the coordination with other state agencies and with FEMA for any state and federal resources that may be requested.
 3. Assist local jurisdiction with the processing of any claims that may result from a county exercise or mission.
 4. Participate, if requested, in the mission critique if state or federal resources were utilized.
 5. Assist local jurisdictions in the organization and training for SAR personnel.

VI. REFERENCES

- A. Chapter 38.52 Revised Code of Washington (RCW)
- B. Chapter 47.68 RCW
- C. Chapter 78.12 RCW
- D. Chapter 118.04 Washington Administration Code (WAC)
- E. Chapter 468.200 WAC
- F. National Response Plan, November 2016
<http://www.dhs.gov/nrp>
- G. National Search and Rescue Plan, 2007
<http://www.uscg.mil/hq/g-o/g-opr/nsarc/nsarc.htm>
- H. ESF- 9 State of Washington, Department of the Military, Emergency Management Division.

VII. APPENDIXES

- Appendix A - Organization Registration
- Appendix B - Individual Registration
- Appendix C - SAR Groups
- Appendix D – Universal Transverse Mercator (UTM)
- Appendix E - Sample SAR Grid Map
- Appendix F - State Underground (Mine) Rescue Plan S/D 5

APPENDIX A: Organization Registration

Any organization that would like to make its members and equipment available to assist in SAR missions needs to keep a current resource list on file with the Emergency Management Department and the Sheriff. The following is the format in which to prepare the listing. This list should be updated whenever there is any significant change(s) but at least once a year.

Search & Rescue Resource List

Name of organization: _____

Total number of members: _____

Date of this list: _____

Notification list (call-out list or telephone tree, etc.):

Meeting days and locations:

Special expertise:

Special equipment available:

Training accomplished in past two years:

Additional information:

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|---|---------------|---|--|
|  | | STATE OF WASHINGTON EMERGENCY WORKER IDENTIFICATION CARD | |
| Name: | | | |
| Is a registered Emergency Worker of: | | | |
| Department: | | | |
| Authorizing Signature: | | | |
| Date Issued: | Date Expired: | Card No.: | |
| EMD-025 (7/06) (Front) | | | |

| | | |
|---|-------------|-------------|
| Photograph or Right Index Fingerprint | Birthdate: | |
| | Weight: | Height: |
| | Color Hair: | Color Eyes: |
| | | |
| Emergency Worker Assignment (WAC 118-04): | | |
| Bearer's Signature: | | |
| EMD-025 (7/06) (Back) | | |

APPENDIX C: Search and Rescue Groups

Direct SAR Groups

Organization

Civil Air Patrol
Snow Mobiles
Four Wheelers
WWSO SAR

Type Mission

Air Search
Winter
Off road
Ground, Equine & K-9

Support SAR Groups

Organization

Amateur Radio
Red Cross
Salvation Army

Type Mission

Communications/control
Individual assistance
Individual assistance

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APPENDIX D: Universal Transverse Mercator (UTM) Grid System

The UTM system originated among rescue organizations in Washington State during the 1960s and has become one of the standards among air search crews for reaching proper target areas. Although air search is not a primary focus, it is not uncommon for them to coordinate with ground teams, and therefore it is necessary to know enough about this system either to call up air searchers or for them to call in ground teams for closer reconnaissance.

The UTM system is based on the “Sectional Aeronautical Chart” and is keyed to the 15’ and 7-1/2 quadrangle (quad) maps. Washington State and Northern Oregon are covered by the Seattle Chart. Aviators use 1:500000 maps they call “sectionals” that have 15’ latitude x 15’ longitude grid sectors. Each complete sectional goes by a three-letter code for its principal air traffic control tower. Each sector then has its own numerical label and these have quarter sectors (7.5’ x 7.5’, which is the same as a standard 1:24000 USGS topographic map) that receive letter labels. “A” is always the northwest quarter sector, “B” the northeast, “C” the southwest, and “D” the southeast. (See Grid 347 on Grid Map, Appendix E) For specifying more precise positions within a lettered quarter sector, pilots use a four-digit code and measure from the upper right corner of the sector. The measurements are in nautical miles and tenths (NM: 1NM equals 1’ of latitude).

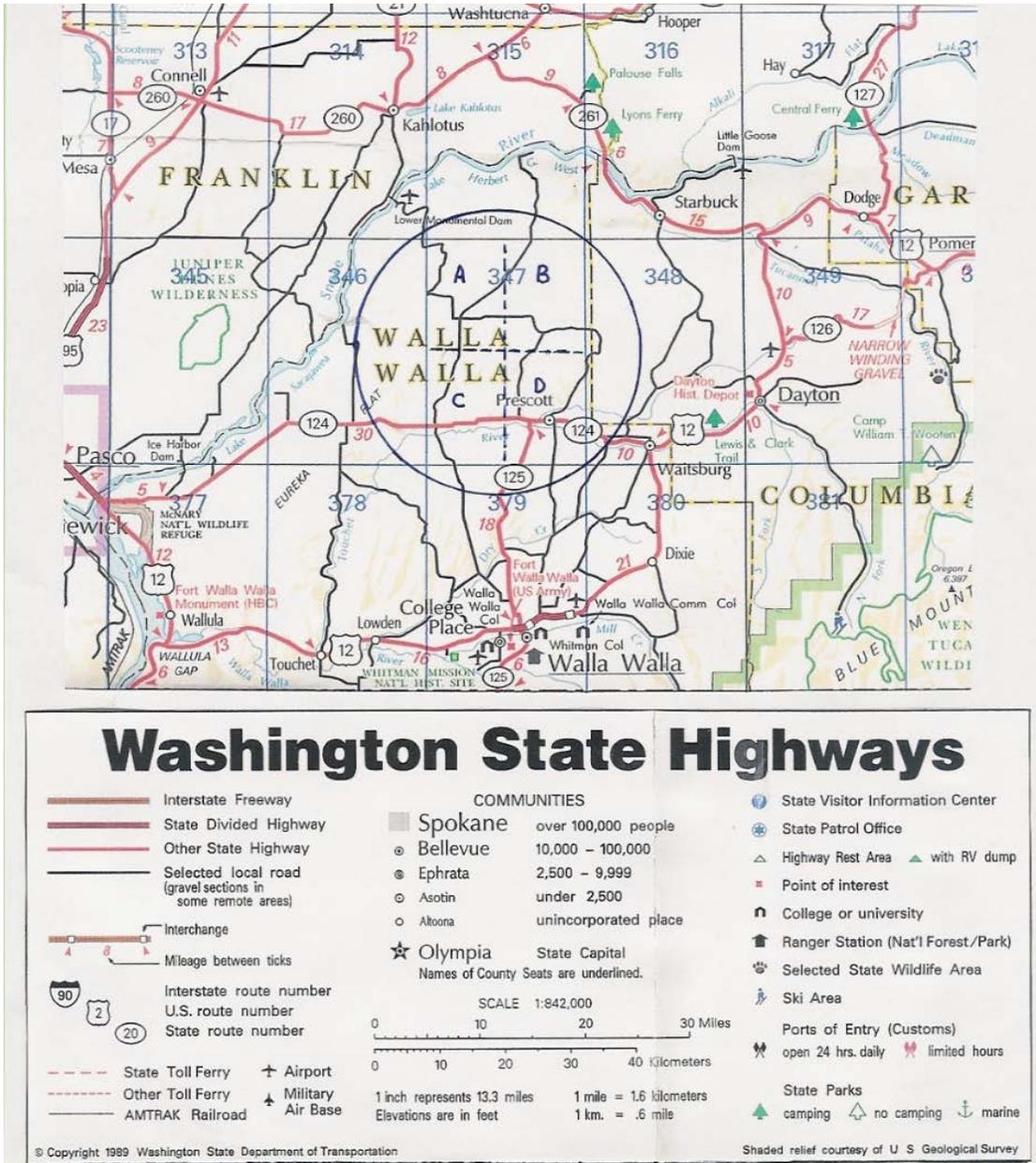
Map Gridding Instructions: Gridding can be used on any map if properly labeled and laid out beforehand. The 15’ and 7-1/2 quadrangles should be prepared and translated as follows:

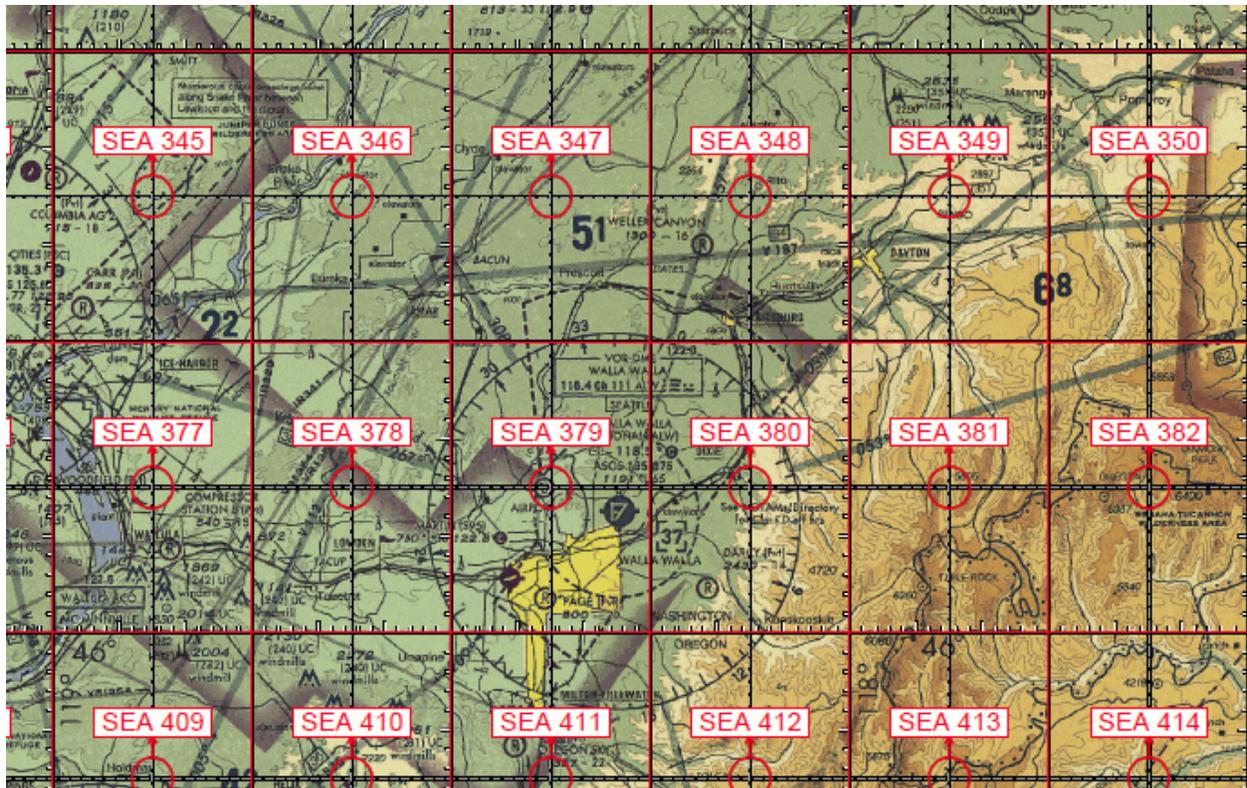
1. Quarter the 15” quad into the 7x1/2 quads A, B, C and D as shown in Appendix E.
2. Beginning at each neutral (free) corner, draw vertical and horizontal lines on a one-mile scale from those respective corners. Place mileage numbers as indicated.
 - a. On A, begin at the upper left-hand corner.
 - b. On B, begin at the upper right-hand corner.
 - c. On C, begin at the lower left-hand corner.
 - d. On D, begin at the lower right-hand corner.
3. On 7-1/2 quadrangles, draw one-mile scale lines from respective and proper corners as indicated in 2, i.e., a, b, c and d.
4. Label each 7-1/2 quad with a proper grid number, plus the appropriate letter: SEA XXX X.
5. To read maps, count (measure) horizontally from the appropriate map edge in whole miles plus appropriate tenths; then count (measure) vertically in whole miles plus appropriate tenths of a mile.
6. To translate the map, relate SEA (for Seattle), XXX (the appropriate grid number), X (the letter a, b, c or d), XX (horizontal miles and tenths), and XX (vertical miles and tenths). This will enable the recipient of the information to get within a tenth of a mile in accuracy from the caller.
7. There is no substitute for knowing exactly where you are. The information received will be no better than the information sent.

For further information, contact the Walla Walla County Sheriff, Walla Walla County Emergency Management or the Washington State Military Department, Emergency Management Division, SAR Coordinator.

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APPENDIX E: Sample SAR Grid Map





APPENDIX F: State Underground (Mine) Rescue Plan S/D 5

I. PURPOSE

To provide procedures for the State Emergency Operations Officer (SEOO) to use in responding to a local jurisdiction's request for SAR resources in the event of an underground rescue incident.

II. GENERAL INFORMATION

RCW 38.52.037 requires that Washington State Military Department, Emergency Management Division (WAEMD) have a comprehensive state mine rescue plan. That plan is outlined in Emergency Support Function (ESF) 9 of the state CEMP and contained in the state SAR Coordinator's plan. The following information is extracted from that plan.

A. Caves

There are natural caves throughout Washington State where cavers or spelunkers go for recreation. Most are not very extensive, and subsequently cave rescue situations have been rare in Washington State. In a cave rescue situation the chief law enforcement official of the local political subdivision would have responsibility.

B. Abandoned Mines

1. There are numerous abandoned mines in Washington State making this hazard a statewide liability. The Puget Sound area has numerous abandoned coal mines and the Cascades and mountains of eastern Washington have many abandoned mineral or hard-metal mines. Under state law, the owner of the mine is responsible for sealing or fencing it so it will not be a hazard. If no owner can be found, the Walla Walla County Board of County Commissioners (BOCC) are responsible for sealing or fencing the opening if they find it to be a danger to people or animals (RCW 78.12.060).
2. An emergency in an abandoned mine would be a search and rescue responsibility of the chief law enforcement official of the local political subdivision. As abandoned mines offer unique and dangerous problems, it is best if trained mine rescue personnel undertake the mission if possible. Some of the professional mine rescue experts in the state and northwest have offered their assistance in life saving emergencies. They would be registered by the local political subdivision requesting the assistance and would be provided the same coverage as search and rescue volunteers.

C. Active Mines

1. Rescue operations at a commercial mining operation are the responsibility of the mine operator. This is monitored by the U.S. Department of Labor, Mine Safety and Health Administration (MSHA) which sets regulations for required rescue equipment, personnel and training. MSHA is aware of two active mine operations in Washington State at this time; one in Wenatchee and one in Republic.

2. Each of these mine operations conforms to MSHA regulations. These regulations include call out, local notification, and notification to MSHA. The Emergency Management Division may be requested to support a rescue operation by the local jurisdiction or mine operator. This would be coordinated as a SAR mission through the local emergency management office or sheriff.

D. Underground Works

Other than some work to build highway tunnels, the one underground facility we are aware of is the Near Surface Test Facility at Hanford. This is where testing is being done for the potential disposal of nuclear waste. The Hanford Fire Department has received some mine rescue training to handle its own problems. If a problem develops beyond its capability, additional resources may be requested. This should be coordinated with Benton County Department of Emergency Management and treated as any emergency. *This may entail activation of the state Fire Mobilization Plan (C-5).*

III. PROCEDURES

Upon receiving a call concerning a mine, cave, abandoned mine, or underground emergency, the SEOO will do the following:

- A. If this is an initial request, complete DEM Form 076 Search and Rescue mission worksheet. If it is a request involving an ongoing mission, refer to the worksheet for that mission. Get as much information as possible to avoid having to go back to the requesting jurisdiction for further information that responding agencies may require.

Answer the basic questions:

1. **Why?** (the mission) Search? Rescue? Recovery? Cave, Mine, abandoned mine, or underground works?
2. **What** resource(s) is /are required? What special equipment do they need? Be specific.
3. **How** many (dog teams, cave rescue teams,) are required?
4. **When** are they to report?
5. **Where** do they report?
6. **Who** do they report to? (Include contact radio frequencies)

Also, get a weather and mission update if this request is not in conjunction with the initial mission request.

- B. Refer to the SAR Resource database in TEL-11 thru -16.
- C. Resources are sorted by function and by county. Locate the type resource you need and then contact the one nearest to the requesting jurisdiction. If it is an abandoned mine emergency, be sure to specify that you need volunteer assistance. If it is a mine emergency or underground works emergency, coordinate requests with MSHA, (206) 553-7037. Coordinate requests for professional contract services with requestor who will pay for the services.

- D. The first point of contact for any volunteer resource is the local SAR coordinator or DEM from the county in which the unit is registered. TEL-11 fully explains the procedures for each county. If these procedures fail, then as a last resort, contact the unit directly (TEL-13, 15).
- E. Contact the requesting jurisdiction and advise them of the status of their request.

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