

ANNEX I

ESF 9: SEARCH AND RESCUE

PROMULGATION STATEMENT

Transmitted herewith is the ESF –9: Search and Rescue Annex to the Caddo Parish Emergency Operations Plan (EOP). This annex supersedes any previous Annex promulgated for this purpose. It provides a framework in which Caddo Parish and its political subdivisions can plan and perform their respective functions during an emergency when EOC activation is necessary.

This annex is in accordance with existing federal, state, and local statutes and understandings of the various departments/agencies involved. It has been concurred by the Caddo Parish Sheriff’s Office of Homeland Security and Emergency Preparedness (OHSEP), Louisiana Governor’s Office of Homeland Security and Emergency Preparedness and the Federal Emergency Management Agency. All recipients of this annex are requested to advise Caddo Parish OHSEP as to changes that might result in its improvement or increase its usefulness.

This annex will be annually reviewed by the Caddo Parish OHSEP Deputy Director.

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ESF-9: Search and Rescue

I. PURPOSE AND SCOPE

This annex is intended to provide a basis from which trained and equipped emergency response forces will have the capability to perform effectively during extraordinary conditions. To locate, identify, and remove from the stricken area: survivors, the injured in need of medical treatment and decontamination, the marooned, and the dead.

II. SITUATIONS AND ASSUMPTIONS

This section of the annex identifies broad considerations that search and rescue (S&R) team members must agree upon before they develop a specific S&R plan for the community. The situational issues identify incidents that could require S&R services, command and coordination. The assumptions define the scope of the environment that a community must anticipate planning for and implementing S&R operations. Assumptions cover unanticipated contingencies and must be formulated to compensate for the lack of hard facts about operational capabilities. Note: All responders must exercise extreme caution when performing S&R operations that may involve hazardous materials. Responders should follow their departmental Standard Operating Guidelines (SOGs) when performing any S&R activity.

A. Situation

Caddo Parish may be subject to severe structural damage from floods, tornadoes, building collapse, industrial plant explosions, waterway related emergencies and other disasters, which could result in, among other things; people being trapped in damaged and collapsed structures, missing persons, and the dead.

B. Assumptions

1. An organized, trained, and well equipped search and rescue capability in Caddo Parish is needed as an effective means by which to minimize the loss of life to the general public.
2. Potential risks must be planned for because of the unique and specialized nature of many S&R operations.
3. Coordination is essential because S&R operations may involve a large number of personnel. Coordinators, or overhead teams experienced in S&R operations, may be needed under certain circumstances.

III. CONCEPT OF OPERATIONS

Because the S&R team must know its responsibilities for developing a plan, this section of the annex list some responsibilities for S&R management and coordination. The considerations are organized according to the four phases of emergency management: mitigation, preparedness, response and recovery.

A. General

1. Local government is responsible for providing S&R capability in response to disasters occurring within its jurisdiction.
2. Local resources and outside assistance for S&R operations will be coordinated through the Caddo Emergency Operations Center (EOC).
3. The EOC may have to be activated on a limited basis in non-disaster situations (e.g. missing aircraft, drownings, missing children) to coordinate and support S&R operations.
4. The EOC will not be activated to support ordinary fire service or sheriff's office S&R operations unless activation is requested by the chief of the fire service or sheriff or ordered by the senior elected official in the jurisdiction.
5. State and federal assistance can be called upon for large-scale S&R operations. The U.S. Coast Guard and State Department of Wildlife and Fisheries may be able to assist in marine S&R operations. The Federal Aviation Administration and the U.S. Air Force may assist in searches for downed aircraft. Barksdale Air Force Base should be able to provide staff, equipment and logistical support for S&R operations. Guidance and requests for federal assistance can be obtained by contacting GOHSEP at 225-925-7500.

B. Phases of Emergency Management

1. Mitigation (Prevention)

In addition to continuous plan review and updating, public awareness programs have been developed in an effort to reduce accidents on land and navigable waterways.

2. Preparedness

- a. Rescue units and EMTs are trained on a regular basis in rescue skills and techniques by the responsible controlling agency or organization.
- b. Rescue equipment is tested, maintained, and repaired by the responsible agency or organization.
- c. Response plans are revised at regular intervals and updated accordingly by Caddo OHSEP.
- d. Caddo OHSEP will establish and maintain mutual aid agreements for augmentation of personnel (medical, search dogs, demolition, etc.), heavy equipment and other support.

3. Response

- a. Initiation of search and rescue missions.
- b. Traffic and perimeter control as needed.
- c. Evacuation and relocation as required.
- d. EOC coordination as appropriate.
- e. Mobilization of support activities including those from mutual aid

- agreements as required.
- f. Administering first aid.

4. Recovery

- a. Public information activities.
- b. Initiate return when mission is completed.
- c. Inventory and replace losses.
- d. Secure and return to normal duty.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

This section of the S&R annex takes the operational considerations and recasts them as specific duties and responsibilities for designated local government departments and supporting agencies. Making these assignments is the most important function that the S&R team performs because confusion about assignments and responsibilities could have serious consequences during a disaster. These task assignments are extensive but certainly not exhaustive.

A. General Organization

1. Coordination

- a. The appropriate fire department and/or sheriff's office conducts normal day-to-day rescue activities.
- b. The on-scene commander and the EOC personnel will manage a State-of-Emergency situation.

2. Operations

- a. Fire Services personnel and Sheriff's Department deputies are assigned responsibility for day-to-day search and rescue operations.
- b. Volunteer search and rescue assistance is requested primarily for any water related incidents in the local jurisdictions (i.e., Red River Volunteers), to include boating mishaps, missing persons, and downed aircraft mishaps.
- c. Motor vehicle transportation support is provided by SPORTRAN, law enforcement, fire services and supporting parish agencies (school boards), as requested through the EOC.

3. Resource Support Base

In the event additional resources are needed, search and rescue organizations will contact other agencies including LA State Police (Troop "G"), LA Department of Wildlife and Fisheries, US Coast Guard, Civil Air Patrol, Port Commission, Levee Board, and Department of Environmental Quality.

B. Assignment of Responsibilities

1. **Caddo Office of Homeland Security and Emergency Preparedness**
Local government is responsible for developing an S&R operation capable of responding to disasters. The S&R annex designates a specific individual, the S&R Coordinator, as the person responsible for planning and developing a S&R annex for the Caddo Emergency Operations Plan. This designated person will work closely with the Caddo OHSEP Director to ensure close coordination of S&R disaster planning and operations with other elements of the Caddo Emergency Operations Plan.
2. **Caddo OHSEP Search & Rescue Coordinator**
 - a. Assemble a team of representatives from all departments and organizations to be involved in disaster S&R activities and develop a jurisdiction S&R annex.
 - b. Designate a disaster S&R Coordinator for the EOC.
 - c. Analyze disaster potentials.
 - d. Identify S&R requirements.
 - e. Contact state and federal authorities for information about available support services and resources.
 - f. Develop mutual-aid agreements with neighboring jurisdictions.
 - g. Develop disaster operations S&R training programs.
 - h. Coordinate all disaster S&R operations within the jurisdiction.
 - i. Designate a staging area for incoming S&R forces.
3. **Volunteer Organizations**
 - a. Operate under direction of S&R Coordinator.
 - b. Maintain resource file on volunteer groups.
 - c. Conduct volunteer training.
 - d. Review volunteer certification efforts.
4. **Military Assistance**
 - a. Provide personnel, equipment and supplies for civilian S&R missions.
 - b. Provide assistance in contacting federal/state agencies for support.
 - c. Coordinate S&R operations on military bases.
5. **Civil Air Patrol**
 - a. Advise about air S&R procedures.
 - b. Advise about local aircraft availability.
6. **Other City/Parish Departments**
See Basic Plan.

V. **DIRECTION AND CONTROL**

This section of the annex lists the source of command responsibilities within the government, detailing the communication and coordination of decisions within all

elements of S&R operations.

A. General Responsibilities

1. The S&R Coordinator is a member of the EOC staff.
2. All disaster S&R operations will be coordinated through the EOC.
3. Direction and control of the total rescue force is the primary responsibility of the affected jurisdictions fire service and/or Sheriff's Office. All emergency response support will be channeled through the appropriate department.
4. Direction and control for search and rescue operations in Caddo Parish may be coordinated by either a single department or may be conducted as a joint venture involving more than one agency or rescue group.
5. Each responding search and rescue unit will use an in house chain-of-command to insure that operational control is maintained throughout the duration of the operations. All participating units will coordinate their efforts with the S&R Coordinator

B. Mutual-Aid and Volunteer Arrangements

1. All mutual aid and volunteer forces will function under the direction of the S&R Coordinator.
2. Mutual-aid operations and volunteer forces will be coordinated by the forward command post.
3. Organized mutual-aid forces and volunteer groups will work under the immediate control of their own supervisors. Individual volunteers will operate under supervision as assigned by the EOC or forward command post.

C. Communications

One of the most common problems facing S&R operations is communications. Communications can make or break S&R, since "one can only direct as far as one can communicate." Generally, communications problems fall under three headings.

1. Destruction of Communications Facilities

The incident destroys landlines that connect towers or repeaters.

2. Over Saturation

This frequently occurs when, as a result of the incident, the public increases its demands on communications facilities, making it difficult for emergency services to get through. Large numbers of emergency response personnel crowding telephone circuits, cellular telephones or radio frequencies, combined with a lack of communication discipline by responders, may exacerbate over saturation.

3. Lack of Common Frequencies

It is not unusual for public service agencies and special units, such as air

and ground S&R forces, to lack common frequencies. It is not uncommon for chaos to result when many agencies unaccustomed to working together respond to the same incident.

The problems can be mitigated in the planning stage and lessen the impact direction and control by:

- a. Load switching the telephone exchange.
- b. Avoiding landlines to relay points.
- c. Using coordination frequencies.
- d. Hardening communications facilities against such phenomena as EMP .
- e. Using emergency satellite communications. Such equipment may be available by contacting BAFB or LA National Guard.

VI. CONTINUITY OF GOVERNMENT

In the event that an official or agency charged with participating in S&R is unable to perform, lines of succession are established to ensure that the operations are provided as needed. See Basic Plan, Section VI.

VII. ADMINISTRATION AND LOGISTICS

This section of the annex addresses resource management, general support requirements, and service and support availability. These statements establish policy for obtaining and using facilities, material, services, and other requirements for S&R.

The Caddo OHSEP S&R Coordinator will be responsible for coordinating with representatives from all affected search and rescue groups in order to insure that necessary updates and structural changes are made.

Specific areas that need to be addressed include:

A. Reports and Record Retention

Reports of all S&R operations by outside forces should be retained at the EOC to support reimbursement and damage claims.

B. Communications Needs

The S&R team should operate a base station in the EOC during periods of declared emergencies.

C. Agreements and Understandings

Issues to be clarified include by the S&R Coordinator include:

1. Reimbursement for expenses for S&R forces.
2. Liability for actions by S&R teams.
3. Injuries suffered by S&R forces.

D. Logistics

Caddo OHSEP will identify resource needs and available resources along with the location and update resource lists in the EOC. The S&R Coordinator will maintain lists of special resources active in the response and track them such as:

1. Aircraft, both fixed wing and helicopters.
2. Boats available for S&R work.
3. Off-road vehicles available for S&R work.
4. Jet skis available for S&R work.
5. Portable communications equipment.
6. Personnel with special skills:
 - a. Pilots.
 - b. Firefighters and rescue squad personnel with heavy rescue training.
 - c. Confined space rescue teams.
 - d. Trackers.
 - e. Dogs.
 - i. Tracking dogs are better known and usually follow a trail.
 - ii. Air-scenting dogs do not need a track or a scented article but find the subject by sniffing downward. They can be valuable in locating buried victims.
 - iii. Cadaver dogs can help locate fatality victims.
 - f. Water rescue personnel and scuba divers.
 - g. Radio clubs, such as RACES (Radio Amateur Civil Emergency Services).
 - h. Four wheel drive clubs.
 - i. Auxiliary units for feeding and other support (i.e., LA Volunteer Organizations Active in Disasters – LAVOAD).
 - j. Prepackaged communications units.

VIII. AUTHORITIES AND REFERENCES

A. Authority

Basic Plan.

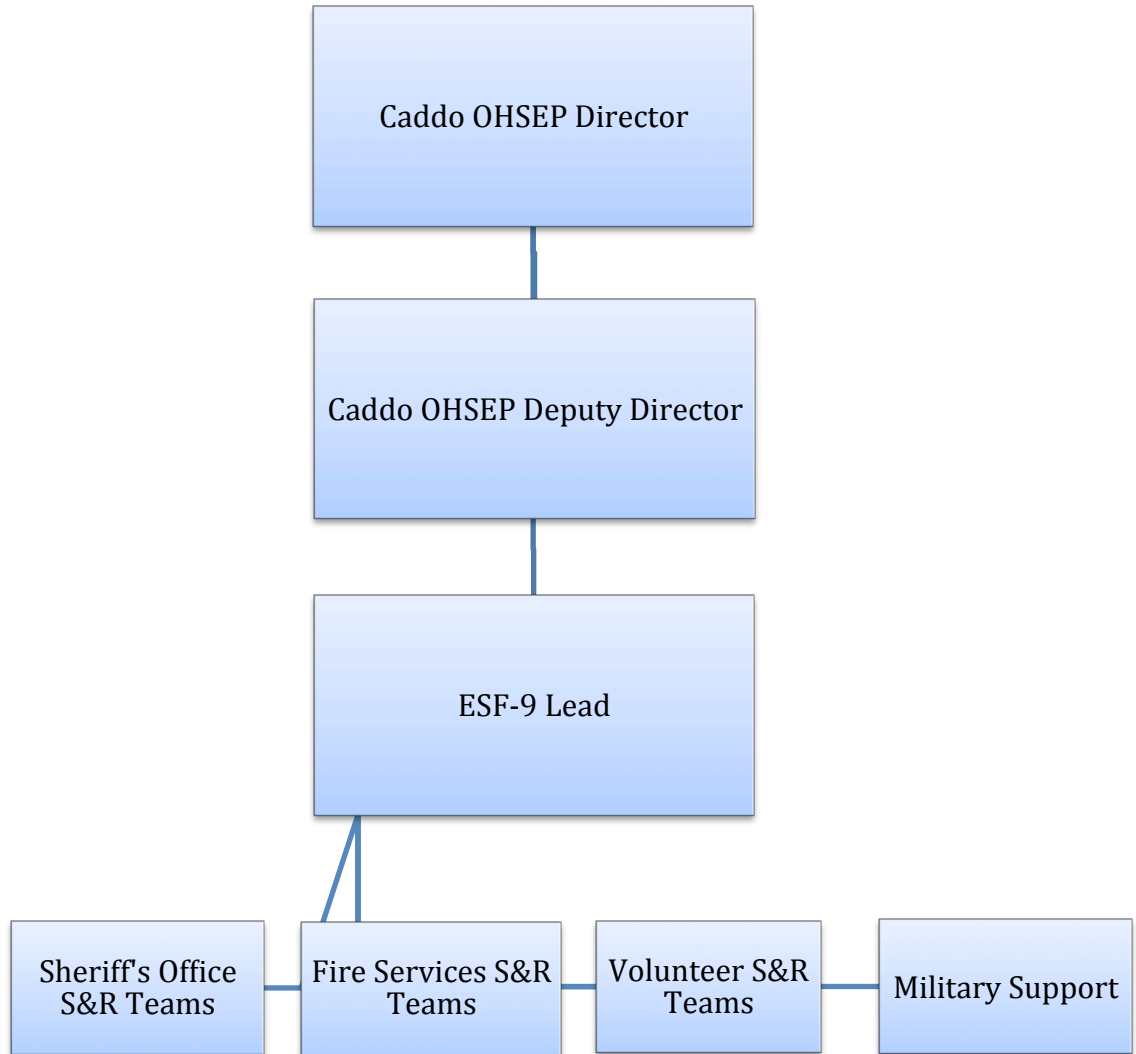
B. Resources

1. Rescue Skills and Techniques, SM14.2 (Formerly FC1-11.0) Defense Civil Preparedness Agency.
2. Disaster Operations, CPG 1-6, Federal Emergency Management Agency, 1981. Washington, D.C.
3. Local Government Emergency Planning, CPG 1-8, Federal Emergency Management Agency, 1979. Washington, D.C.

IX. APPENDICES TO ANNEX I

1. Organizational Chart
2. Searches
3. Cave-Ins
4. Bridge/Building Collapse
5. Waterway Emergencies
6. S&R Coordinators
7. Standard Operating Guidelines

Appendix 1 – Organizational Chart



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Appendix 2 – Searches

I. GENERAL

From time to time local governments become involved in searches. These can be helpful or adversarial in nature. In adversarial searches, where the person(s) being sought are fugitives from justice, the search team is usually comprised of law enforcement officers. When searching for lost persons, the search team can include personnel from law enforcement, other emergency services, non-emergency government employees and private citizens.

II. TYPES OF SEARCHES

There are three basic instances when activation of a search and rescue team is necessary:

- A. Lost Person
- B. Fugitive
- C. Victims

Search procedures and the geographic, weather, terrain, manpower, time and “target” factors of the specific mission, as well as other circumstances peculiar to the specific situation will influence responsibility assignments.

III. RESOURCES

Some examples of resources that might be needed in a search for a lost person are:

A. Personnel

- 1. Call-Out Lists
- 2. Churches and Clergy
- 3. Fire Departments
- 4. Rescue Squad Personnel
- 5. Private Support Organizations
- 6. Mutual-Aid Assistance

B. Communications

Radio Communications support (i.e., Comm. Van, Ham Radio Operators)

C. Specialized Vehicles

Specialized Equipment Resources (i.e., 4WD/Off-Road Vehicles)

D. Tracking Dogs

E. Surveillance Aircraft

- 1. Civil Air Patrol
- 2. Fixed Wing Aircraft/Helicopters
- 3. Pilots

F. Transportation

Buses to carry search teams from staging area to search site.

G. Canteens

Canteens to serve refreshments to searchers in time-consuming effort.

H. First Aid

Emergency Medical Service units on site and stand-by.

Some of the same resources might be needed to support a fugitive or victim search, but they might be handled differently if there is a risk of injury involved. If the fugitive is armed and/or dangerous, needed personnel might be obtained through mutual-aid agreements with surrounding jurisdictions.

IV. CONSIDERATIONS

1. Considerations for mounting a search are:
2. Staging Area (with sufficient parking)
3. Traffic Control
4. Communications
5. Central Direction with Decentralized Coordination
6. Field Command Post
7. Scheduling, Orientation of Searchers
8. Careful Planning before Search Begins
9. Coordination with News Media Representatives
10. Notification to Residents in Affected Area

When searching for victims of a disaster, there are several important considerations to keep in mind. A primary concern, too often overlooked, is the safety of searchers. Beware of unnecessary risks. Many local government departments appoint someone to serve as safety officer at the scene, with responsibility to watch for—and stop—dangerous practices. The search must be careful and comprehensive, with precautions taken not to cause further injury to victims during the search process.

V. ORGANIZATION

To assure that search efforts are effective, the key word is “organization”. Although the temptation will be to rush to a disaster scene looking for victims, it is best to pause for a moment and analyze your situation. The search should encompass the entire scene...and the adjoining area. Situations can arise where the rescuers thought they had all the victims only to discover hours later that someone is still missing. This is occasionally a serious problem in automobile accidents where a passenger is thrown into a ditch, field, or wooded area—far enough away from the remaining victim(s) to not be missed.

If the search is organized well, no stone will be left unturned. Every square inch of the disaster scene will be carefully searched in a progressive fashion. Often a grid pattern is appropriate, although a property-by-property approach may also be effective. The more that is known about the area to be searched, the better organized and productive the search will be. Search and rescue units should develop a pre-plan with this consideration in mind. As searchers are assigned to their tasks, know who is in which areas. Record keeping is important to document search progress and results.

VI. RESPONSE PROCEDURES

Response procedures include the establishment of a field command post in the search area. Close coordination is essential to avoid problems that have been experienced in some disasters: some areas searched several times while other areas have yet to be searched at all. This is where communications will play a major role.

Two searches should be conducted of a disaster area. The first search is relatively rapid—to locate, rescue, treat, and remove all victims that can be easily found. A second search effort is made more deliberately, in a slow, careful process to assure that all victims have been discovered. If there is enough manpower, both searches can begin simultaneously.

Areas that have been searched should be marked with chalk, signs, flags, or some other indication that the property, block, street, etc. has been searched. These techniques, and others, can be used effectively, but their application depends on a number of physical environment characteristics. Search and rescue units should list the alternatives for which they are prepared, then select the one that best meets the needs based on the specific circumstances on hand.

VII. STANDARD OPERATING GUIDELINES

Detailed response procedures should be developed by area Search and Rescue teams and kept on file at the Caddo Emergency Operations Center (EOC). Updates should be forwarded to Caddo OHSEP on a routine basis.

Appendix 3 – Cave-Ins

I. GENERAL

Cave-ins can be of two types: surface and subsurface. Depending on the topography and soil conditions of the area around the collapse, search and rescue teams should be prepared for both of these possible emergencies.

II. TYPES OF CAVE-INS

A. Surface

A surface cave-in can occur on a street, around a well, at an excavation, or at any other place the soil conditions are weak. Street cave-ins occur, for example, when a water line leak erodes the supporting soil beneath a street. A cavity is created, with the paved street forming but a thin crust above a void. When enough stress is placed on the pavement, the street will collapse—often without warning. The severity of the incident will depend on the size of the void and other circumstances. The unexpected formation of sinkholes in several states over the past few years is another example of cave-ins. The risk is ever present when excavations are done for construction projects.

B. Subsurface

Subsurface cave-ins occur during tunneling, but can also occur in basements of buildings. The difference in concern is the matter of access to the specific location of the problem...particularly in terms of the safety and rescue of victims. In subsurface incidents, victims may be trapped in an area that is sealed off from fresh air, posing a different kind of problem than with surface cave-ins. Subsurface cave-in rescuers will encounter difficulties in knowing exactly where victims are, as opposed to the more open conditions found in surface incidents.

III. RESPONSE CONSIDERATIONS

Response procedures should include these considerations:

1. Initial response to assess the situation.
2. Security of the area—to protect the site and to prevent further injuries.
3. Safety of rescue workers.
4. Shoring and protective reconstruction.
5. Specialized rescue of victims.
6. Earthmoving and other equipment.
7. Engineering service.
8. Public Utility Coordination if in right-of-way.

If the problem is significant, expect news media coverage and a crowd of curious observers. If distraught friends and relatives of victims are at the scene, it would be advisable to request clergy/crisis counselors to be present for counsel and comfort.

IV. STANDARD OPERATING GUIDELINES

Detailed response procedures should be developed by area Search and Rescue teams and kept on file at the Caddo Emergency Operations Center (EOC). Updates should be forwarded to Caddo OHSEP on a routine basis.

Appendix 4 – Bridge/Building Collapse

I. GENERAL

Damage to, or collapse of, bridges is an increasing problem. Many of the nation's bridges were built many years ago; they have become structurally weak with age and heavy use. Sometimes problems can be anticipated ahead of time; sometimes a bridge will fail practically without warning. Bridges are also vulnerable to damage by storms and by vehicles that go over or under them.

Buildings can collapse due to poor construction; some sort of strain on the structural integrity, or an outside force. Building inspectors and engineers should be part of the initial response. Although emergency personnel will want to rush in to rescue victims, if the structure isn't stable, they could be risking their lives unnecessarily. Special rescue techniques may have to be employed.

II. RESPONSE CONSIDERATIONS

In response to structural collapse emergencies, there will be a number of concerns:

A. Concerns

1. Rescue of victims.
2. Security of the area to prevent further injuries or damage.
3. Minimization of risks.
4. Safety of rescue workers.
5. Preservation of scene for investigators.
6. Engineering inspection and advice.
7. Debris removal and clean up.
8. Coordination with news media.

Response procedures should emphasize the following steps:

B. Response Procedures

1. Dispatch police patrol car to confirm and assess situation.
2. Secure the area.
3. Dispatch rescue and emergency medical units as appropriate.
4. Request engineering support to determine safety of structure and to recognize existing and potential risks.
5. Notify local government officials.
6. Activate Caddo Emergency Operations Center.
7. Establish command post at scene; designate officer-in-charge.

C. Documentation

There are many aspects of a structural collapse disaster that will need to be documented accurately. Videotaping is an excellent manner to document the structural failure, the location of vehicles and victims, and other information that could be helpful in determining the cause and effect of the incident. The

tapes will also serve as a basis for effective critique of your response, as well as a training aid.

III. STANDARD OPERATING GUIDELINES

Detailed response procedures should be developed by area Search and Rescue teams and kept on file at the Caddo Emergency Operations Center (EOC). Updates should be forwarded to Caddo OHSEP on a routine basis.

Appendix 5 – Waterway Accidents

I. GENERAL

Due to the large number of bodies of water for recreation and commerce in Caddo Parish, the potential exists for a waterway emergency. Increased recreation and commerce traffic on the newly navigable Red River has already resulted in numerous accidents and injuries. The Caddo-Bossier Port is in the early stages of development and has already begun shipping and receiving goods by barge, including hazardous materials. In addition, Shreveport has two permanently docked riverboat casinos that must be included in waterway response procedures.

II. TYPE OF EMERGENCIES

The kinds of waterway emergencies that may be encountered include the following:

1. Drowning
2. Boating Collision
3. Boat/Barge Fire
4. Boat/Barge Explosion
5. Barge Chemical Accident
6. Bomb Threat/Fire/Mass Casualty Incident on one of the Riverboat Casinos
7. Weather Related Problems

III. RESPONSE PROCEDURES

For each type of emergency listed above, area search and rescue teams should outline response steps that are taken upon being notified of a particular waterway emergency. There are so many variables among waterway emergencies that it is impractical to be very specific in terms of recommended procedures. However, some items that should be considered include:

1. Firefighting capacity on the waterway.
2. Search for drowning or accident victims.
3. Rescue of injured or stranded boaters.
4. Hazardous materials response to barge accidents on the waterway.
5. Response procedures for emergencies at one of the riverboat casinos.

IV. RESOURCES

Search and rescue teams should develop a checklist or readily available resources and contacts that have knowledge and expertise for dealing with waterway emergencies. Caddo OHSEP maintains a master database of local, state and federal resources in the public and private sector for dealing with various types of emergencies. The Caddo OHSEP Resource Directory is kept on file at the Emergency Operations Center.

In addition, search and rescue teams will want to contact state (i.e., LA Department

of Wildlife and Fisheries) and federal (i.e., U.S. Coast Guard) agencies that can provide some services to them in emergencies.

V. STANDARD OPERATING GUIDELINES

Detailed response procedures should be developed by area Search and Rescue teams and kept on file at the Caddo Emergency Operations Center (EOC). Updates should be forwarded to Caddo OHSEP on a routine basis.

Appendix 6 – Search and Rescue Coordinators

The following is a list of Search and Rescue Coordinators for local emergency services:

Shreveport Fire Department
Capt. Kerry Foster
801 Crockett Street
Shreveport, LA 71101
673-6650 or (888) 740-1035 (Pager)

Caddo Parish Sheriff's Office
Sgt. Don Majure
4910 N. Market
Shreveport, LA 71107
681-1118 or 675-7300

Red River Volunteers
Joseph W. Rowe, President
215 Dogwood Road
Shreveport, LA 71105
868-3040 or 221-8411 ext. 6809

Civil Air Patrol
Steve Wood
P.O. Box 7672
Shreveport, LA 71137-7672
425-5981

U.S. Coast Guard
Marine Safety Unit
LTC. J.A. Simmerman
6041 Crestmount Drive
Baton Rouge, LA 70809
(225) 298-5400

Appendix 7 – Standard Operating Guidelines (SOGs)

Standard Operating Guidelines (SOGs) for departments/agencies/organizations listed in this annex will be developed by the respective units contained herein and kept on file in the Caddo Emergency Operations Center (EOC). Updates should be forwarded to Caddo OHSEP on a routine basis.