

### Introduction

- Objectives
  - Describe the ESF-9 mission.
  - Understand the sequence of events for an ESF-9 response.
  - Describe the response actions at the EST, ROC, and ERT.
  - Describe ESF-9 primary and supporting agency responsibilities.

### Introduction

ESF-9:

- Provides specialized lifesaving assistance to State/locals
- US&R activities include:
  - Victim locating
  - Victim stabilization / extrication
     On-site medical treatment
- Only addresses US&R

3

2

### A. INTRODUCTION

- Emergency Support Function 9 (ESF-9) Urban Search and Rescue rapidly deploys components of the National Urban Search and Rescue (US&R) Response System to provide specialized lifesaving assistance to State and local authorities in the event of a major disaster or emergency. US&R operational activities include locating, extricating, and providing on-site medical stabilization and treatment to victims trapped in collapsed structures.
- ESF-9 addresses only urban search and rescue. All other forms of search and rescue (e.g., water, wilderness, subterranean) are managed under different authorities and do not fall under the functional purview of the ESF.

### Introduction

#### Mission Statement

Provide assistance to State and local governments with the location, medical stabilization, and extrication of individuals trapped as a result of structural collapse.

#### Responsibilities

- ESF-9 Mission Requests
  - State request
  - FEMA recommendation
  - Presidential declaration
  - Mission assignments
  - ESF-9 resources activated

5

#### Introduction

Concept of Operations

- FEMA will activate US&R for any incident resulting in collapsed structures
- Activation depends on:
  - Nature / magnitude of event
  - Suddenness of onset
     Local US&R resources
- 6

#### Introduction

- Concept of Operations
  - Incident Support Teams are:
    - Organized
    - Trained
      Mobilized
    - by FEMA HQ
  - One or more may be dispatched

7

# A. INTRODUCTION (continued)

### **ESF-9 Mission Statement**

Provide assistance to State and local governments with the location, medical stabilization, and extrication of individuals trapped as a result of structural collapse.

### Request for ESF-9 Mission

- Once a disaster occurs requiring ESF-9 resources, a chain of events must occur for these resources to be activated.
  - State request to Federal government.
  - FEMA recommendation to the President for disaster assistance.
  - Presidential declaration is made. May be a disaster declaration or an emergency declaration. There is a difference between the two types.
  - Mission assignments must be made.
  - ESF-9 resources are activated by FEMA Headquarters through the US&R Program office or the EST.

### **Concept of Operations**

- FEMA, as primary agency for ESF-9, will activate the National US&R Response System for any incident or anticipated incident that is determined likely to result in collapsed structures that would overwhelm existing State and local US&R resources. The likelihood of activation depends on the nature and magnitude of the event, the suddenness of onset, and the existence of US&R resources in the affected area.
- Incident Support Teams are organized, trained, and mobilized by FEMA Headquarters. In a disaster, one or more ISTs may be dispatched to the affected area.

#### Introduction

- Concept of Operations
  - TF and IST resources may be supplemented by technical specialists
  - Requested by the IST
  - Mobilized by FEMA HQ

#### Introduction

8

9

- Concept of Operations
  - Initial Federal response usually begins at the Regional level
  - Region staffs ERT ESF-9 position
  - Extended US&R ops require National-level supplements

#### Notification

- Headquarters
  - FEMA HQ receives notifications:
    - FEMA FOC
    - MERS MOC
    - Regional offices
    - News media
    - State / local governments
       US&R response members

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10

### A. INTRODUCTION

### **Concept of Operations** (continued)

- Task force and IST resources may be supplemented with technical specialists in various US&R disciplines. When needed, technical specialists are requested by the IST and mobilized by FEMA Headquarters.
- Initial Federal field response to incidents that may require US&R assistance usually begins at the regional level. Each FEMA Regional Office is responsible for staffing an ESF-9 position on its ERT. The Emergency Services Branch Chief or Operations Section Chief on the Advance Element of the ERT (ERT-A) may perform initial ESF-9 functions. Extended US&R operations will require supplemental staffing and deployment of national-level resources by FEMA Headquarters.

# **B. NOTIFICATION**

### **Headquarters**

Notification of incidents with the potential for structural collapse may be received by FEMA Headquarters from a number of sources, including FEMA's FEMA Operations Center (FOC), Mobile Emergency Response Support (MERS) detachment Operations Centers (MOC), regional offices, national news media, State or local governments, and National US&R Response System members.

# **B. NOTIFICATION**

# Headquarters (continued)

- When the need for US&R assets has not firmly been established, the EST (or Operations & Planning Division, if the EST is not activated) may issue an Advisory to all National US&R Response System task forces, indicating that an event has occurred that may require the deployment of US&R assets.
  - EST staff may also begin alerting IST Advance Element (IST-A) staff of the potential for immediate deployment.
  - Activation Orders for IST or IST-A staff will be issued by the EST when required.
  - Verbal, followed by written orders.
- As soon as the need for US&R assets has been established, EST ESF-9 staff will develop recommendations for FEMA management on the type and quantity of resources to be alerted or activated.
  - When approved, Activation Orders for task forces and IST members will be issued by the EST Director. Activation Orders specify that task forces should fully mobilize and be prepared to depart from their predesignated Point of Departure (POD) airfield within 6 hours. IST members will be expected to deploy within 2 hours.
  - In addition to activation of task forces and IST members, additional task forces may be issued Alert Orders, placing them in a state of heightened readiness to respond if subsequently activated. Alert Orders will generally state the time frame within which activation decisions are expected.
  - Verbal, followed by written orders.
  - An Advisory may be issued when no further action is anticipated.

### Notification

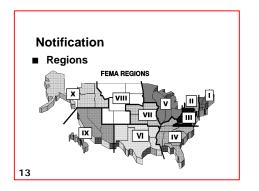
- Headquarters
  - EST may issue Advisory
  - May also begin alerting / staffing IST-A
  - Activation Orders issued by EST when required

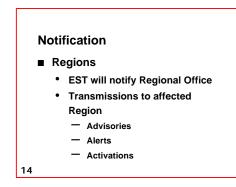
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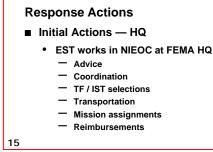
12

# Notification

- Headquarters
  - ESF-9 staff develops recommendations for FEMA
    - Type of resources
    - Quantity of resources
  - Activation Orders
     IST = 2 hour departure
  - Alert Orders
- Written following verbal







# **B. NOTIFICATION**

# **Regions**

- FEMA's field operations are divided into 10 regions. Each region is staffed with management and support personnel for national preparedness and response.
- If not previously notified, EST staff will notify the FEMA Regional Office responsible for the affected area. Copies of all Advisories, Alert and Activation Orders issued by the EST will be transmitted to the regional US&R point of contact for the affected region.

# C. RESPONSE ACTIONS

# Initial Actions — Headquarters

The EST works in the National Interagency Emergency Operations Center (NIEOC) at FEMA Headquarters and assists with advice and coordination of US&R resources in the overall Federal disaster response. This includes selection of the IST and Task Forces to be activated, coordination of IST personnel and Task Force transportation, mission assignment request, and reimbursements.

# C. RESPONSE ACTIONS

# **Initial Actions — Headquarters** (continued)

- Specifically the EST:
  - Initiates a chronological log
  - Gathers incident assessment information
  - Requests airlift
  - Issues Advisories, Alerts and Activation Orders
  - Obtains passenger manifests
  - Verifies TF/IST personnel documentation
  - Requests logistical support
  - Provides field input into SITREPS
  - Provides information to assets in the field
  - Prepares financial documents
  - Serves as the central point of contact for IST members in transit
  - Assigns a Point of Arrival (POA) for IST members and designates a point of contact upon arrival
  - Tracks IST personnel until their arrival at the POA and again until their return to home base.
  - Maintains coordination (or control) of task forces until they are assigned to an operational IST.

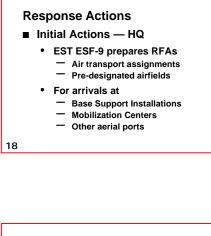
### **Response Actions**

- EST responsibilities
  - Chronological log
  - Assessment information
  - Airlift requests
  - Issues Orders
  - Passenger manifests
  - TF / IST documentation
    Logistical support requests

16

### **Response Actions**

- EST responsibilities
  - SITREP input from field
  - Information to field assets
  - Prepare financial documents
  - Central POC
  - Assigns POA for IST members
  - Tracks ISTTF coordination
- 17



### **Response Actions**

- Initial Actions HQ
  - **IST** operational
    - ESF-9 Leader coordinates w/ EST Ordering additional IST personnel
    - Ordering additional TFs
    - Ordering US&R technical specialists

    - Providing situation reports
    - Resolving issues that require interagency coordination
    - Making recommendations to CDRG

19

### **Response Actions**

- Initial Actions HQ
  - · EST facilitates transition from EST management to the ERT once the ESF-9 Group is in place
  - FEMA may activate an IST prior to confirmed need for TFs

20

# C. RESPONSE ACTIONS

### Initial Actions — Headquarters (continued)

- EST ESF-9 staff will also prepare Requests for (RFAs) that generate Federal Assistance mission assignments for air transport of task forces from their pre-designated departure airfields Base Support Installations. to Mobilization Centers, or other aerial ports of debarkation designated by the ERT.
- Once the IST is established in the field, the EST, specifically ESF-9, will delegate management coordination responsibility for ESF-9 and resources to the IST ESF-9 Leader. The IST ESF-9 Leader will continue to coordinate with the EST for the following support:
  - Ordering additional IST personnel.
  - Ordering additional task forces not included in • the initial deployment.
  - Ordering US&R technical specialists.
  - Providing situation technical reports. information, and other reports as needed.
  - Resolving issues that require interagency coordination that cannot be accomplished in the field.
  - Making recommendations for the resolution of • issues requiring a higher-level policy decision.
- The EST deploys the IST and US&R task forces and facilitates the transition from the EST management and coordination to the ERT once the overall ESF-9 Group is in place within the ERT. Upon the occurrence of an actual disaster or threat of an anticipated disaster, FEMA may activate an IST to begin coordination efforts. This could occur prior to a confirmed need to make task force notifications.



- Initial Actions HQ
  - Transport RFAs coordinated with
    ESF-1

L91-1

- IST deploys via commercial air
- TF / IST ground transport

21

### **Response Actions**

- Initial Actions HQ
  - EST ESF-9 staff develops cost estimates
    - Task forces
    - ISTsTransportation
  - Commercial credit cards
  - Limited interim procurement prior to

functioning DFO

22





- EST ESF-9 staff collects
   assessment information
  - Damage Assessment Teams
  - IST-A members
  - Regional offices
  - State / local governments

23

# C. RESPONSE ACTIONS

# Initial Actions — Headquarters (continued)

- RFAs for transport will be coordinated with ESF-- Transportation and the Movement 1 Coordination Center at FEMA Headquarters. IST members normally deploy via commercial air carriers; however, unique circumstances of a particular disaster or emergency may result in issuance of mission assignments to other Federal agencies for their transport. Ground transport of task force and IST members within the affected area may involve the use of commercial or Federal carriers between any of the following locations, as the situation dictates: aerial port of debarkation, Base Support Installation, Mobilization Center, staging area, or operating site(s).
- EST ESF-9 staff will also develop cost estimates and commitment documents to provide funding for task forces, IST, transportation and commercial credit cards that have been issued to selected ESF-9 Leaders within the National US&R Response System. These credit cards are used to support immediate needs that arise during task force and IST deployments. They provide limited interim procurement authority until ESF-9 resources in the field can be fully integrated into a functioning DFO staffed with qualified procurement specialists.
- EST ESF-9 staff will collect assessment information from damage assessment teams, IST-A members, FEMA regional officials, and State and local government officials for inclusion in situation reports and for decision-making regarding the need for US&R resources.



- Initial Actions Region
  - Region designated initial POC for ESF-9
  - Provides information on need for US&R resources
  - Region has lead role in processing State US&R requests
- 24

#### **Response Actions**

- Initial Actions Region
  - Regional ESF-9 Leader
    - Prepares for TF arrivals
    - IST incorporation into ERT
       Management/coordination of
    - US&R resources through IST
    - Keeps EST informed of field operations

25

# **Response Actions**

- Continuing Actions HQ
  - Deployment decisions made at National level
    - ERT ESF-9 Leader input
    - IST input
  - EST staff will issue additional

     Advisories
    - Alerts
    - Activations

26

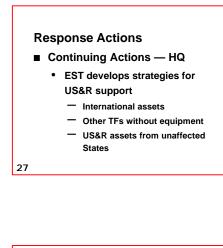
# C. RESPONSE ACTIONS

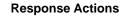
# Initial Actions — Regions

- At the onset of the disaster or emergency, FEMA officials from the affected Region will designate an initial point of contact for ESF-9. This individual will generally be part of the ERT, and may be represented on the ERT-A. While US&R task forces and ISTs are activated at the national level, the regional ESF-9 contact has a critical role in providing information on the need for US&R resources. Regional officials have the lead role in processing State requests for Federal US&R assistance.
- The regional ESF-9 Leader also will take the lead in preparing for the arrival of task forces and IST members and ensuring that the IST is fully incorporated into the region's ERT structure. The regional ESF-9 Leader will provide overall management and coordination of all deployed US&R resources through the IST. The ESF-9 Leader will coordinate all US&R activities with the functional groups of the ERT. The ESF-9 Leader will keep the ESF-9 Leader in the EST informed of all US&R field activities.

# **Continuing Actions — Headquarters**

Based on recommendations developed by the ERT ESF-9 Leader and the IST, decisions will be made at the national level on the deployment of additional US&R resources. EST ESF-9 staff will issue additional Advisories, Alert and Activation Orders as required.





- Continuing Actions HQ
  - EST will act on unmet
    - requirements
    - Equipment
    - Supplies
  - Scarce / competing requirements

CDRG allocates

#### **Response Actions**

- Continuing Actions HQ
  - EST will use IST demob plan for US&R assets
  - EST will issue Demob Orders
     Personnel rehab allowances
     Equipment rehab allowances
  - ERT may issue Demob Orders

29

28

# C. RESPONSE ACTIONS

# <u>Continuing Actions — Headquarters</u> (continued)

- In the event that the disaster requires the utilization of all national-level US&R assets, the EST will be responsible for developing strategies for providing additional US&R support, including the use of international US&R assets, the deployment of other task forces from existing sponsoring organizations (without equipment), and the employment of US&R resources of unaffected States.
- The EST will act on unmet requirements for equipment and supplies that have been forwarded from the ERT ESF-9 Leader in the field. The EST will forward issues involving competing requirements and scarce resource allocation to the Catastrophic Disaster Response Group (CDRG) as appropriate.
- The EST will use the demobilization plan developed by the IST as the basis for decisions on demobilization of US&R assets. Based on these decisions, the EST will issue Demobilization Orders to task forces and IST members. Demobilization Orders will include specific guidelines on personnel and equipment rehabilitation allowances for US&R assets. When coordinated with the EST, Demobilization Orders may be issued by the ERT.

#### **Response Actions**

- Continuing Actions Regions
  - ESF-9 Leader / IST Leader
    - Contact local IC
    - Develop Action Plan
    - Written delegations of authority for National US&R resources

30

#### **Response Actions**

- Continuing Actions Regions
  - State / local medical services
     overwhelmed
    - IST coordintes with ESF-8
    - Victim transfer procedures to DMATs
    - Definitive medical care locations

31

### Response Actions

- Continuing Actions Regions
  - IST develops
  - Resupply mechanism for TFs
     ESF-9 Leader works with Regional ESFs to obtain
    - Required equipment
       Supplies
  - Unmet needs passed to EST

32

### **Response Actions**

- Continuing Actions Regions
  - ESF-9 Leader / IST
    - Monitor situation
    - Recommend additional resources
    - Develop Demob Plan
  - Recommendations passed to
     EST

33

# C. RESPONSE ACTIONS

### **Continuing Actions — Regions**

- The IST ESF-9 Leader and IST Leader will establish contact with the local Incident Commander and develop an Action Plan to integrate national US&R resources into the local incident command structure. The IST ESF-9 Leader will work with the local Incident Commander to develop written delegations of authority with national US&R resources as appropriate.
- In the event State and local emergency medical services resources are overwhelmed, the ESF-9 Leader on the ERT, in conjunction with the IST Leader and IST Medical Unit Leader, will coordinate with field representatives of ESF-8 — Health and Medical Services, to develop procedures for the transfer of victims extricated from collapsed structures to Disaster Medical Assistance Teams (DMATs) for stabilization and transport to definitive medical care locations.
- The IST will develop an executive mechanism for resupply of task forces operating in the affected area. The ERT ESF-9 Leader will work with regional ESFs, as appropriate, to obtain required equipment and supplies. The ERT ESF-9 Leader will pass unmet or competing requirements to the EST for further action.
- The IST ESF-9 Leader, in conjunction with the IST Leader, will continually monitor the situation and develop recommendations on additional resources needed, as well as demobilization of existing resources. The IST will develop a demobilization plan for the concurrence of the ERT ESF-9 Leader. The demobilization plan will include recommended guidelines on personnel and equipment rehabilitation allowances for US&R assets. Recommendations contained in the demobilization plan will be passed to the EST for decision making at the national level.

#### Response Actions

- Continuing Actions Regions
  - Extended incidents
    - ESF-9 Leader issues funding
    - documents
    - Feeding
    - Shelter
    - Salary reimbursement
    - Logistical support
- 34

#### **Response Actions**

- Continuing Actions Organizations
  - FRP implementation
  - National level elements
    - Regional level elements
  - Flexible response
- 35

### Response Actions

- Continuing Actions Organizations
  - National-level response
    - Interagency coordination
    - Supported by CDRG and EST
  - These elements augmented by dept. / agency support elements

36

#### Response Actions

- CDRG
  - HQ-level coordinating group
  - Addresses policy issues from FCO and ESFs in field
  - Senior reps from departments / agencies

37

# C. RESPONSE ACTIONS

### <u>Continuing Actions — Regions</u> (continued)

For incidents of extended duration, the ESF-9 Leader will develop funding documents to ensure feeding, shelter, salary reimbursement, and other logistical support of US&R task force and IST resources.

### **Continuing Actions — Organization**

- The organization to implement the procedures under the FRP is composed of standard elements at the national and regional levels. The response is designed to be flexible in order to accommodate the response and recovery operations activities at the Headquarters and Regional levels, but does not necessarily represent lines of authority or reporting relationships.
- The National-level response structure is composed of national interagency coordination and operations support elements from the participating departments and agencies. Overall, interagency coordination activities are supported by the CRDG and EST at FEMA Headquarters.
- The CDRG is the headquarters-level coordinating group, which addresses policy issues and support requirements from the Federal Coordinating Officer (FCO) and ESF response elements in the field. It includes senior representatives from all the Federal agencies and departments' signatory to the FRP. The CDRG addresses response issues and problems that require national-level decisions of policy direction during catastrophic events.

#### Responsibilities

- Primary Agency FEMA
  - National-level ESF-9 coordinator
  - Manage the National US&R Response
     System. This includes:
     Training
    - Training
       Equipment purchase
    - Operational readiness
  - Dispatch ISTs to the affected area
  - Manage US&R task forces

#### Responsibilities

38

39

40

- Primary Agency FEMA
  - Logistical support
  - Policies / procedures
  - US&R status reports

### Responsibilities

- Support Agency Forest Service
  - Standby agreements
    - Equipment
    - Supplies
  - Contingency plans

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    NIFC contract aircraft
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C. RESPONSE ACTIONS

# **Continuing Actions — Organization**

These elements will be augmented by department and agency operations support elements at other locations.

# D. RESPONSIBILITIES

### Primary Agency

- Federal Emergency Management Agency
  - Serve as national-level ESF-9 coordinator.
  - Establish, maintain, and manage the National US&R Response System. This responsibility includes pre-disaster activities such as training, equipment purchase, and evaluation of operational readiness.
  - Dispatch one or more ISTs to the affected area(s).
  - Manage US&R task force deployment to, employment in, and redeployment from the affected area.
  - Coordinate logistical support for US&R assets during field operations.
  - Develop policies and procedures for the effective use and coordination of US&R assets.
  - Provide status reports on US&R operations throughout the affected area.

# Support Agencies

- Department of Agriculture, Forest Service
  - Develop standby agreements with US&R task forces to provide equipment and supplies from the National Interagency Cache System at the time of deployment.
  - Develop contingency plans for use of National Interagency Fire Center contract aircraft by ESF-9 during disasters.

# D. RESPONSIBILITIES

# **Support Agencies** (continued)

- Department of Defense
  - Serves as primary source for the following assistance:
    - Fixed-wing transportation of US&R task forces and ISTs from base locations to Mobilization Centers or Base Support Installations. Target time frame for airlift missions is 6 hours from the time of task force activation.
    - Rotary-wing transportation of US&R task forces and ISTs to and from isolated, surface-inaccessible, or other limited-access locations.
    - Through the U.S. Army Corps of Engineers, provide trained Structures Specialists and System to Locate Survivors (STOLS) teams to supplement resources of US&R task forces and ISTs.
    - Through the U.S. Army Corps of Engineers, provide pre-disaster training for US&R task force and IST Structures Specialists.
    - Serve as secondary source for the following assistance:
      - Ground transportation of US&R task forces and ISTs within the affected area.
      - Mobile feeding units for US&R task forces and IST personnel.
      - Portable shelter (i.e., tents) for use by US&R task force and IST personnel for eating, sleeping, and working.

### Responsibilities

- Support Agency DOD
  - Fixed-wing transportation
  - Rotary-wing transportation
  - Structures Specialists / STOLS
  - Pre-disaster training

41

### Responsibilities

- Support Agency DOD
  - Ground transportation
  - Mobile feeding
  - Portable shelters

42

# D. RESPONSIBILITIES

# Support Agencies (continued)

- Department of Health and Human Services
  - Provide administrative support to US&R task force medical teams to:
    - Register medical teams of each National US&R Response System task force as specialized teams under the National Disaster Medical System (NDMS).- Ensure that medical team personnel who are not Federal employees have appropriate and valid licenses to practice in areas where they do not have a license or authority, and that they are provided Federal tort claims liability coverage for the practice of medicine.
    - Develop an appropriate pay scale for US&R task force medical team personnel and obtain FEMA concurrence (not utilized to date).
  - Provide operational support to US&R task force medical teams and IST from ESF-8 — Health and Medical Services, to provide liaisons; medical supplies, equipment, and pharmaceuticals; supporting personnel; and veterinary support, as requested by FEMA.
  - Provide NDMS patient evacuation and continuing care after entrapped victims are removed from collapsed structures by US&R task force personnel, when State and local emergency medical services resources are overwhelmed.

### Responsibilities

- Support Agency DHHS
  - NDMS registration
  - Medical licensing
  - Tort claims liability
  - Medical pay scales

43

### Responsibilities

- Support Agency DHHS
  - Operational support to TFs
    - Liaison
    - Medical supplies
    - Pharmaceuticals
    - Veterinary support
  - NDMS patient evacuation

44



- Federal Tort Claims Act guidance
- 45



- Support Agency DOL
  - Workers' Comp
    - Training
    - Mobilization
       Deployment
  - Claims specialists
  - Policy guidance

46

### Responsibilities

- Support Agency AID/OFDA
  - US Government POC for international US&R resources

47

# **D. RESPONSIBILITIES**

# Support Agencies (continued)

- Department of Justice
  - Provide assistance with the development and maintenance of tort liability claims coverage for US&R task force and IST personnel while they are engaged in training, mobilization, deployment, and field operations.
  - Provide Federal Tort Claims Act guidance and claims resolution services in support of US&R training activities and field deployments.
- Department of Labor
  - Provide assistance with the development and maintenance of workers' compensation programs for US&R task force and IST personnel while they are engaged in training, mobilization, deployment, and field operations.
  - Provide workers' compensation guidance and claims resolution services during and following US&R field deployments.
  - Provide skilled claims specialists during US&R field deployments.
  - Provide policy guidance, interpretation, and assistance on compliance with Federal Occupational Safety and Health Administration regulations both before and during US&R field deployments.
- Agency for International Development, Office of Foreign Disaster Assistance
  - Act as the single U.S. Government point of contact for coordinating the use of international search and rescue resources.

# D. RESPONSIBILITIES

# Support Agencies (continued)

- National Aeronautics and Space Administration
  - Provide personnel in appropriate technical disciplines to support US&R task forces and ISTs.
  - Provide and maintain training sites for use of US&R task forces and IST members.
  - Assist FEMA with identification as well as research and development of new technologies for technical search.
  - Provide temporary use of facilities for Mobilization Centers and staging areas for US&R assets.

### Responsibilities

- Support Agency NASA
  - Technical support
  - Training sites
  - Research & Development
  - Facilities
    - Mobilization Centers

Staging Areas

48