Search and Rescue
ESF 9

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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM)
Wisconsin Governmental Support Agencies	Department of Natural Resources (DNR) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Wisconsin Department of Transportation/Wisconsin State Patrol (WisDOT/WSP) Department of Administration (DOA)/Capitol Police Wisconsin Task Force 1 (WI-TF 1) Wisconsin Wing Civil Air Patrol (WI Wing CAP)
Non-Governmental Support Organizations	K9 Search and Rescue (K9 SAR) Teams Wisconsin Trail Ambassadors
Federal Coordinating Agencies	Federal Emergency Management Agency (FEMA) Air Force Rescue Coordination Center (AFRCC) US Coast Guard (USCG)

1. Introduction

1.1 Purpose

1.1.1 This ESF provides insight and guidance for state agencies in the deployment and employment of state, tribal, federal, and private agency resources for search and rescue (SAR) and urban search and rescue (US&R) incidents.

1.2 Scope

1.2.1 ESF 9 covers several types of search and rescue. Depending upon which category of SAR is required, the organizational structure of the response may change (see section 2.2.4 for additional details). The types of Search and Rescue utilized in the State of Wisconsin are:

1.2.1.1 Aeronautical Search and Rescue (SAR): Aeronautical SAR involves the use of fixed wing aircraft, unmanned aerial systems, rotary wing aircraft, and other aerial platforms and other non-aerial SAR resources to locate and rescue people who were traveling by air and whose approximate location cannot be reasonably determined to be within a particular jurisdiction. In some cases, aeronautical searches in Wisconsin areas extend beyond state and even national boundaries. Aeronautical SAR typically transitions to Maritime SAR or Land SAR operations after the missing aircraft has been located. This plan outlines general roles and responsibilities for Wisconsin's ESF-9 supporting agencies when conducting intrastate, interstate, or international searches.

Maritime Search and Rescue (SAR): Involves operations in or over waterways including the Mississippi River, the Great Lakes, and Lake Winnebago, using boats, fixed and rotary wing aircraft, underwater diving equipment, unmanned aircraft, and other specialized resources.

1.2.1.2 Near Maritime Search and Rescue: SAR operations in coastal/shoreline areas with both land and water components are often called "Near Maritime" Operations.

(1) Land Search and Rescue (SAR): Involves search and rescue operations on land or inland waterways in Wisconsin (except the Mississippi River and Lake Winnebago). Note: Land SAR operations are often conducted with both land and aerial SAR assets. Land SAR can be divided into two different categories:

1.2.1.3

(1) Wilderness SAR: Wilderness Search and Rescue involves operations in mountainous or wilderness areas of Wisconsin where rescuers must traverse unimproved areas presenting dangers and hazards not normally encountered in inhabited areas. Wilderness Search and Rescue often involves specialized equipment, ropes, and harnesses for the safety of both rescuers and victims.

(2) Urban Search and Rescue (US&R): Involves the location, rescue, extrication, and initial medical stabilization of victims trapped in confined spaces. Structural collapse is most often the cause of victims being trapped, but victims may also be trapped in transportation accidents, mines, and collapsed trenches. Urban Search and Rescue is considered a "multi-hazard" discipline as it may be needed for a variety of emergencies or disasters, including earthquakes, hurricanes, typhoons, storms and tornadoes, floods, dam failures, technological accidents, terrorist activities, and hazardous materials releases. US&R Task Forces are also trained and qualified to perform or manage wide-area searches and provide general incident support.

1.2.1.4

1.2.1.5 Catastrophic Incident Search and Rescue (CISAR): Civil SAR operations carried out as all or part of the response to an emergency or disaster declared by the President, under provisions of the NRF and federal ESF #9 Annex. These operations may involve aeronautical, maritime (including near maritime), and land SAR operations.

Technical Rescue: Technical Rescue may play a role in aeronautical, maritime (including near maritime), and land search and rescue missions. Technical Rescue involves the use of tools and skills beyond those normally employed by first responders. Technical Rescue disciplines include, but are not limited to, rope rescue, confined space rescue, cave rescue, trench and excavation rescue, swift water rescue, ski and avalanche rescue, and underwater rescue.

ESF 9 encompasses incidents where senior elected officials, emergency managers, or local incident commanders request state level assistance in obtaining, managing, coordinating, deploying, or employing resources including:

Fixed and rotary wing aircraft

1.2.2 Specialized equipment including radar, sonar, thermal and infrared imaging, specialized vehicles, and other equipment.

1.2.2.1 Specialized teams such as urban search and rescue teams, collapse teams, dive
1.2.2.2 teams, mountain and wilderness SAR teams, K9 SAR teams, and other specialized teams.

1.2.2.3 Public Safety Unmanned Aircraft Systems (UAS) coordinated through the ACG/Drone Network

1.2.2.4 Ancillary search and rescue mission support is provided through the appropriate ESF including:

1.2.3

ESF 2 for communications support

1.2.3.1 ESF 6 for survivor care and housing support

1.2.3.2

1.2.3.3 ESF 7 for identifying resources

1.2.3.4 ESF 8 for survivor medical care beyond that provided by ESF 9

1.2.3.5 ESF 13 for mission security support, if needed

1.3.1 1.3 Policies

1.3.2 No provision of this ESF is to create an obstruction to prompt and effective SAR actions by any agency to assist persons in distress.

1.3.3 Counties, tribes, and local jurisdictions are responsible for SAR and US&R within their respective jurisdictions.

1.3.3.1 WEM is the state SAR/US&R coordination center. When requested by appropriate
1.3.4 authorities, WEM supports requests for state, tribal, federal, privately-owned, and
1.3.4.1 Voluntary Organizations Active in Disaster (VOAD) resources.

WEM is the lead coordinating agency for intrastate searches.

1.3.4.2

1.3.4.3 WEM coordinates interstate and international SAR and US&R resource requests through:

1.3.4.2 The Emergency Management Assistance Compact (EMAC)The State and Province Emergency Management Assistance Compact (NEMAC)

FEMA Region V

Air Force Rescue Coordination Center

US Coast Guard Sector – Lake Michigan

US Coast Guard Rescue Coordination Center - Cleveland

1.3.4.4 SAR or US&R resources recognized by WEM should be appropriately trained and credentialed in accordance with the standards of the National Incident Management System (NIMS) or Wisconsin Credentialing and Asset Management (WICAMS) guidelines.

1.3.4.5

1.3.5 SAR/US&R resource identification, credentialing, and training:

1.3.5.1 FEMA 508-8 Search and Rescue sets credentialing standards for SAR/US&R teams.

(1) Wisconsin Regional Emergency All-Climate Training (REACT) Center provides training curricula and facilities for SAR and US&R teams.

(2) WEM provides credentialing guidelines for Wisconsin-based SAR and US&R teams.

1.3.5.2

1.3.6 SAR and US&R teams recognized by WEM:

1.3.6.1 Wisconsin state level SAR and US&R resources:

(1) Air SAR and US&R resources:

(A) WING: Fixed and rotary wing aircraft

(B) DNR: Fixed wing aircraft with specialized SAR equipment

(C)

(D) WSP: Fixed wing aircraft and UAS with specialized SAR equipment

(E) Capitol Police: Public safety unmanned aircraft systems (UAS)

(2) WI Wing CAP: Fixed wing aircraft and UAS with specialized SAR equipment

(A)

(B) Ground SAR and US&R resources:

(C) WING: US&R ground search team

(D) DNR: Ground search teams

(3) WSP: Ground search teams

(A)

(B) WI Wing CAP: Ground search teams

1.3.6.2 Non-governmental specialized search and rescue resources:

(1) K9 SAR teams located throughout Wisconsin

Wisconsin Trail Ambassadors

Federal government resources:

US Army Corps of Engineers US&R program

US Coast Guard fixed and rotary wing aircraft and boats for searches in the Great Lakes and water adjacent searches.

ESF-9 supporting agencies are responsible for developing and maintaining their own agency personnel schedules, deployment policies, and safety procedures.

(2) All supporting agencies will participate in ESF-9 planning reviews as well as other applicable planning meetings in support of the procedures outline below.

1.3.7

1.3.8

2. Concept of Operations

2.1 Mobilization Triggers

WEM activates ESF 9 whenever county, tribal, or local jurisdictions request state level support because locally available SAR or US&R resources are likely to be exhausted or there is a need for specialized equipment or personnel not available in that jurisdiction.

2.1.1

State Agencies and Federal partners may also request assistance with search and recovery. Examples include:

2.1.2

2.1.2.1 Air Force Rescue Coordination Center (AFRCC) may contact the Wisconsin Air Coordination Group to request assistance searching for a missing aircraft crossing state lines.

2.1.2.2 The Wisconsin Department of Justice may request assistance locating missing persons.

2.2.1

2.2 Organization

When a request for any type of SAR is received, WEM coordinates with state agencies, VOAD organizations, private sector partners, neighboring states, and the federal government to obtain or provide appropriate resources.

2.2.2

Specific procedures for mobilizing SAR and US&R resources are contained in the WEM DO Manual, State of Wisconsin Aviation Operations Guidelines, and other supporting documents referenced in section IV.

2.2.3

2.2.3.1

Air Coordination Group:

The State of Wisconsin utilizes the Air Coordination Group to manage and coordinate intrastate search operations. When an aerial search is requested by local authorities or deemed necessary, the Air Coordination Group meets to confirm search and rescue objectives, determine asset availability, and select appropriate assets to carry out the search. Additionally, the Air Coordination group works with local incident commanders to ensure aerial SAR operations are safe, effective, and efficient. Air Coordination Group members participate in a

coordination call hosted by the WEM Duty Officer (DO) or SEOC whenever aerial SAR operations are needed throughout the state. The following agencies are part of the Air Coordination Group:

(1) Wisconsin Emergency Management (WEM)

(2) Wisconsin National Guard (WING)

(3) Wisconsin Department of Natural Resources (DNR)

(4) Wisconsin State Patrol (WSP)

(5) Wisconsin Wing Civil Air Patrol (WI Wing CAP)

(6) Wisconsin Department of Administration - Capitol Police (DOA/CapPD)

(7) Wisconsin Air Ambulance Association

(8) Wisconsin Department of Transportation

(9) Wisconsin Air National Guard Counter Drug Program

(10) United States Coast Guard (USCG)

2.2.3.2 Air Branch Director: The WEM Administrator or designee appoints a representative to serve as the Air Branch Director or Air Coordination Group Incident Commander. The individual serving in this role coordinates with all participating agencies to:

(1) Resolve conflicts between air mission tasks and schedules.

(2) Coordinate aviation frequencies and communication protocol with the FAA and air operators performing response missions.

(3) Coordinate with the FAA on mission needs for airspace restrictions and the identification and resolution of aviation safety issues.

(4) Resolve aviation issues.

(5) Identify air traffic and/or airspace management issues and coordinate with the FAA.

(6)

(7)

2.2.3.3

(1) Coordinate air mission and ground support operations.

Provide guidance on incorporating UAS into the operations.

(2) County Coordinator (ACG LNO to County EOCs):

The County Coordinator operates from the County EOC and assures appropriate communications links are established between the SEOC, County EOC, and airports within the county.

The County Coordinator provides updates on the status of the following:

Fuel Availability

Ground support available

Status of airports/runways

(A) Helipads

(B) Hanger space available

(C) Other needs/information requirements, as appropriate.

(D)

(E) See the State of Wisconsin Aviation Guidelines for additional information.

(F)

The paragraphs below describe the lead organizations for each type of SAR in Wisconsin.

2.2.3.4 Note: CISAR and Technical Rescue are coordinated as needed by the appropriate organizations based upon the guidance below.

2.2.4

Aeronautical SAR:

2.2.4.1 Intrastate SAR:

(1)

(A) Intrastate Aerial SAR operations are coordinated by WEM. If State of Wisconsin aviation resources are needed, WEM will convene the Air Coordination Group to select and deploy the best available assets.

(B) WEM may request federal assistance with SAR operations when specialized assets, equipment, personnel, or additional resources are needed to support the SAR mission. This support is typically coordinated through AFRCC and the USCG.

(2)

(A) Interstate SAR:

(B) AFRCC serves as the Responsible Agency for all incidents or missions involving overdue general aviation interstate flights, Department of Defense Aircraft, commercial aircraft, or missions of national concern.

2.2.4.2

(1) WEM will coordinate state assets supporting interstate aerial search operations.

Maritime SAR:

(2) Maritime SAR operations are coordinated through the US Coast Guard. In many cases, the USCG will directly coordinate operations and support with local jurisdictions. If additional resources are required, WEM and other Wisconsin agencies may assist with Maritime SAR when requested and able.

Near Maritime Operations: In cases where searches are likely to involve both land and maritime operations along the coastline of the Great Lakes, local jurisdictions, WEM, and the USCG coordinate search efforts based upon asset availability though the Wisconsin Air Coordination Group.

Land SAR:

Land SAR operations are coordinated by local authorities. When needed, local governments can request assistance from state agencies (DNR, WEM, WSP, etc.) through the WEM Duty Officer.

2.2.4.3

2.3 ESF Activities

The WERP Basic Plan defines standardized tasks that constitute response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to ESF 9 and is intended for use in conjunction with the common tasks outlined in the WERP Basic Plan and with specific duties assigned in the other ESFs.

Table 2-1: Response Activities

Action Item	Agency

• Receive and process SAR, US&R and resource requests.
• Coordinate with interstate and federal partners to support search efforts, if needed.
• Facilitate Air Coordination Group response activities.
• Select best available SAR/US&R resource(s).
• Contact selected resource.
  ○ Provide mission details.
  ○ Obtain estimated time of arrival (ETA).
  ○ Communicate team name and ETA with requesting agency.
• Monitor the progress of SAR taskings during the incident.
• Provide additional resources and support to incident commander, as required.
	DMA/WEM

• Assist in SAR operations, particularly in incidents involving waterways and rural areas. • Provide specialized equipment, such as aircraft, watercraft, ATVs, and snowmobiles in support of ESF 9 activities. • Conduct aerial searches as part of the Air Coordination Group.	DNR
• When requested and authorized, provide trained US&R teams with necessary equipment to support local and tribal response efforts. • When authorized, provide specialized equipment, such as C-26, RC-26, UH-60 or LUH-72 aircraft in support of ESF 9 activities.	DMA/WING
• Provide ground and air assets to facilitate SAR/US&R activities. • Provide specialized air and ground electronic direction finding teams to facilitate SAR/US&R activities, specifically for Emergency Locator, Transmitters (ELTs), Emergency Position Indicating Radio Beacons (EPIRBs), and Personal Locator Beacons (PLBs). • Provide cellular forensics to assist in SAR activities, when appropriate. • Provide FAA Air Traffic Control RADAR forensics to facilitate SAR activities.	WI Wing CAP

Action Item	Agency
• Provide ground and air assets to facilitate SAR/US&R activities. • Provide fixed wing aircraft for daylight missions. Aircraft are outfitted with high definition cameras with GEO tagging capabilities and extreme zoom. • Provide ground-based thermal imaging equipment for day and night operations. • Provide unmanned aircraft with search lights, public address systems, and camera zoom capabilities. • Provide trained law enforcement officers, support vehicles, and communications systems for long duration events. • Provide UAS for day and night searches. • Provide operations liaisons to incident commanders, when requested.	WisDOT/WSP
• Process requests for UAS assets. • Coordinate the response of UAS with other assets via the Air Coordination Group. • Provide UAS operators as liaisons to incident commanders, when requested.	DOA/Cap PD
• When tasked, support SAR/USAR activities throughout the state.	K9 SAR Teams
• Assist with SAR on trails, when appropriate.	Wisconsin Trail Ambassadors
• Conduct SAR activities on the Great Lakes and water adjacent searches • Coordinate with and assist local and state SAR resources, as appropriate	US Coast Guard

Table 2-2: Short-Term Recovery Activities

Action Item	Agency
• Ensure safe recovery of assets and personnel. • Participate in post-event hot wash events, as needed. • Provide inputs for after action reports, as needed.	All Agencies

3. Supporting Documents

3.1 Attachments

US Coast Guard Sector Map (District 9)

Wisconsin Air Ambulance Map

3.2 Other Agency Plans and Documents

Wisconsin Fire Service Emergency Response Plan, Wisconsin State Fire Chiefs Association, June 2008.

National Response Framework ESF 9.

Wisconsin Aviation Operations Guidelines

Wisconsin Emergency Management Duty Officer Manual

National Search and Rescue Plan of the United States

Memorandum of Understanding – Wisconsin Wing Civil Air Patrol and Wisconsin Department of Military Affairs Dated 4-21-2018.

Table 3-1: Record of Changes

#	Date	Agency/Individual	Change
1.			
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3.			
4.			
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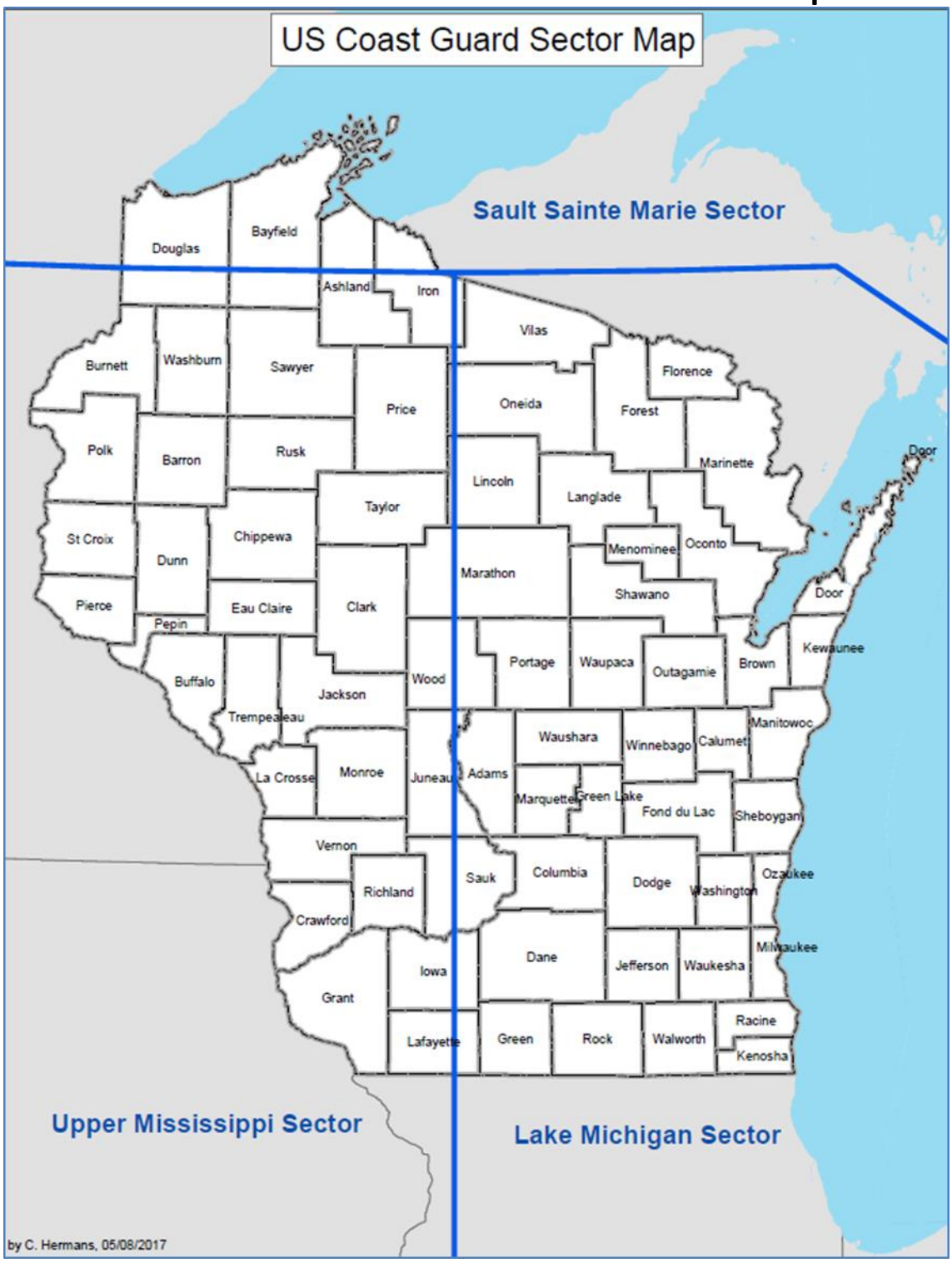
Coast Guard Sector Map

Attachment 2

United States Coast Guard District 9 Sector Map



Coast Guard Sector Map

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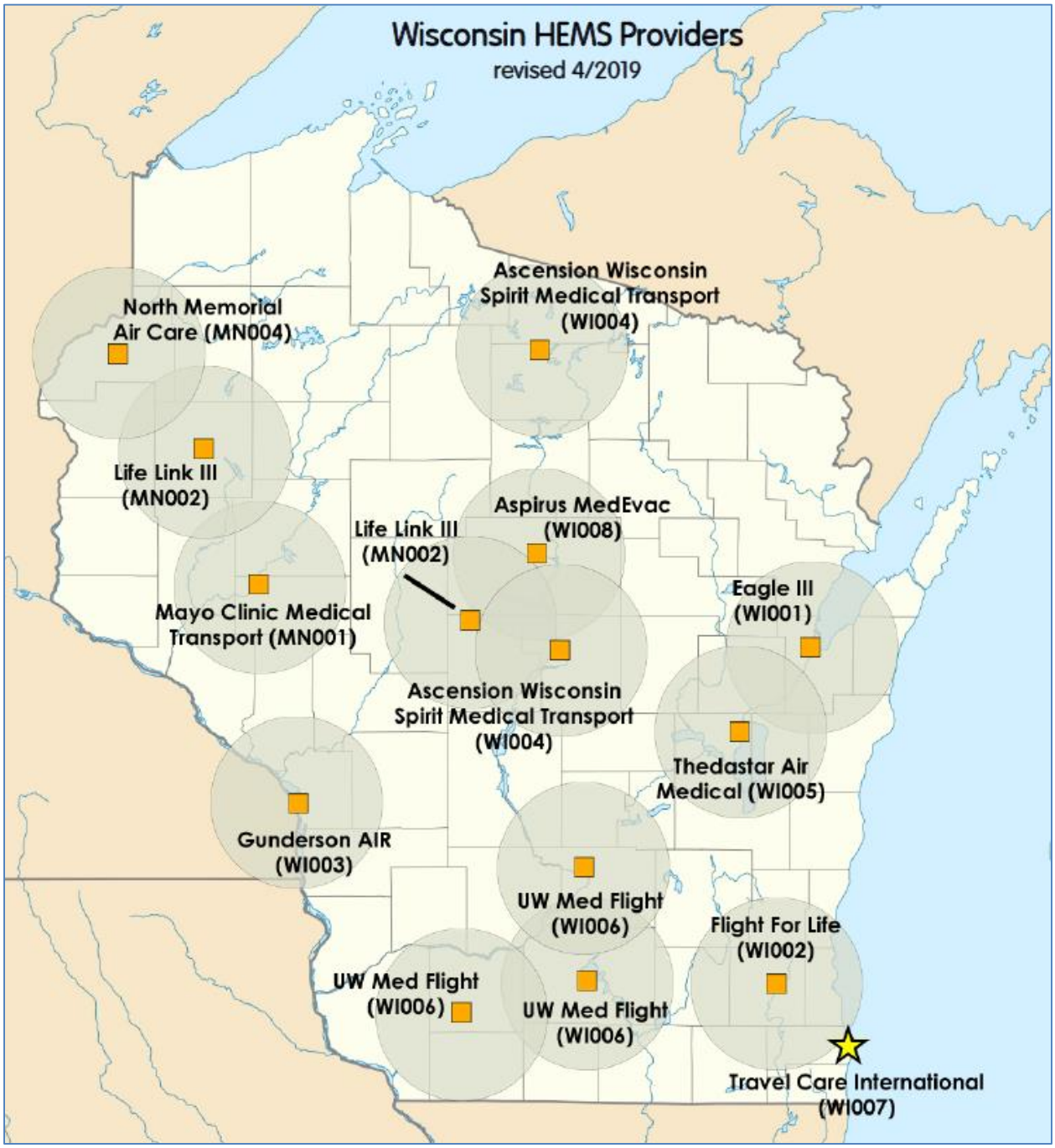
Attachment 2

Wisconsin Helicopter EMS Providers



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