

**ANNEX R**  
**Search & Rescue**  
**City of San Benito**

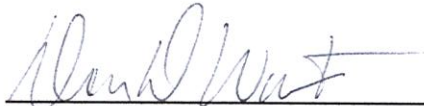




# APPROVAL & IMPLEMENTATION

## Annex R

### Search & Rescue

  
\_\_\_\_\_  
Fire Chief

3-30-2020  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
EMC

3-30-2020  
\_\_\_\_\_  
Date

NOTE: The signature(s) will be based upon local administrative practices. Typically, the individual having primary responsibility for this emergency function signs the annex in the first block and the second signature block is used by the Emergency Management Coordinator, Mayor, or County Judge. Alternatively, each department head assigned tasks within the annex may sign the annex.

# ANNEX R

## SEARCH & RESCUE

### I. AUTHORITY

See Basic Plan, Section 1.

### II. PURPOSE

The purpose of this annex is to outline operational concepts and organizational arrangements for SAR operations during emergency situations in our community. This annex is applicable to all agencies, organizations and personnel assigned SAR functional responsibilities.

### III. EXPLANATION OF TERMS

#### A. Acronyms

DDC	Disaster District Committee
EMC	Emergency Management Coordinator
EOC	Emergency Operations Center
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JP	Justice of the Peace
ME	Medical Examiner
NIMS	National Incident Management System
SAR	Search and Rescue
SOP	Standard Operating Procedures
TEEX	Texas Engineering Extension Service
TX-TF1	Texas Task Force 1
US&R	Urban Search and Rescue
VFD	Volunteer Fire Department

#### B. Definitions

1. Hazmat. Hazardous materials.
2. Secondary Hazard. A situation that occurs as a result of an initial hazard. For example, a chemical release from a tank car involved in a train derailment or a gas leak within a collapsed building.
3. Terrorist Incident. A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives.
4. Texas Task Force 1. Also known as TX-TF1, this task force is the state's urban search and rescue team, headquartered at the Texas Engineering Extension

Service's Emergency Response and Rescue Training Field in Bryan, Texas. Its members are from city and county agencies throughout the state. They respond to mass casualty disasters anywhere in the state. Their assistance is not limited to heavy US&R. They also have a Flood Rescue Strike Team to assist during flooding situations.

#### **IV. SITUATIONS AND ASSUMPTIONS**

##### **A. Situations**

1. The City of San Benito depends on a municipal fire department for SAR.
2. Local buildings are subject to severe structural damage from hurricane, tornado, flood, earthquake, explosion, and acts of terrorism, which could result in injured people trapped in the damaged and collapsed structures.
3. In emergency situations involving structural collapse, large numbers of people may require rescue.
4. The mortality rate among trapped victims rises dramatically after 72 hours; therefore, search and rescue operations must be initiated without delay.
5. Secondary hazards may compound problems and threaten both disaster victims and rescue personnel.
6. Weather conditions such as rain, temperature extremes, and high winds, may pose additional hazards to disaster victims and rescue personnel.
7. Large-scale emergencies, disasters, and acts of terrorism may adversely impact SAR personnel, equipment, and facilities as well as communications systems.

##### **B. Assumptions**

1. A trained, equipped, organized rescue service will provide the capability to conduct methodical SAR operations, shore up and stabilize weakened structures, release trapped persons, and locate the missing and dead.
2. Access to disaster areas may be limited because of damaged infrastructure.
3. If our resources and those obtained pursuant to inter-local agreements are insufficient and additional support is required, we will request assistance from the State.
4. During major emergency situations, our SAR resources may be damaged and specialized supplies depleted.

#### **V. CONCEPT OF OPERATIONS**

##### **A. General**

1. The City of San Benito Fire Department has the primary responsibility of providing our community with SAR operations. Our SAR resources include:
  - a. The Harlingen and Brownsville Fire Department.
  - b. The Los Fresnos, Rio Hondo and La Feria Volunteer Fire Department.
  - c. The Harlingen and Brownsville Search and Rescue Team
  - d. The Cameron County Canine SAR Team, which provides the following capabilities:
    - 1) Area Search-Air Scent
    - 2) Tracking/Trailing
    - 3) Evidence Search
    - 4) Cadaver Search
    - 5) Water Search
    - 6) Urban Search
    - 7) Disaster/Collapse Structural
    - 8) Fire Scene
    - 9) Arson-Accelerant Search
    - 10) Evidence-Article Search
  - e. The Brownsville Fire Department Dive Rescue Unit
  - f. The Border Patrol Equine SAR Team
  - g. The Brownsville Fire Department and Harlingen Fire Dept. Swift water Rescue Team
  - h. The Department of Public Safety Air Search Team
  
2. The responsibilities of our SAR team will be extensive during some types of emergency situations. These responsibilities include the search for and extrication of victims during events such as structural collapse, hazmat accidents, flooding incidents, radiological incidents, and major fires or explosions.

## **B. Implementation of ICS**

The first responder on the scene of an emergency situation should initiate the ICS and establish an Incident Command Post (ICP). As other responders arrive, this jurisdiction will implement the Incident Command System (ICS). The individual present, most qualified to deal with the specific situation will be designated as the Incident Commanders (IC). The IC will implement ICS to direct and control responding resources and designate emergency operating areas.

## **C. Terrorist Incident Response**

During terrorist incident response it is essential that the incident command team establish operating areas and formulate a plan of action that will allow SAR personnel to conduct operations in such a way as to minimize the impact to the crime scene. Emergency responders should be especially watchful for any signs of secondary devices usually set off for the purpose of injuring responders. Refer to Annex V, Terrorist Incident Response, for more information on the response to terrorist threats and activities.

## **D. Requesting External Assistance**

1. If our local SAR resources are inadequate to deal with an emergency situation, SAR resources covered by mutual aid agreements will be requested by the Fire Chief or other individuals who are specifically authorized to do so. The Fire Chief may also request

assistance from industries and businesses with SAR resources that have agreed to assist us during emergencies.

2. [If our SAR resources and those obtained pursuant to inter-local agreements are insufficient to deal with an emergency situation, statewide mutual aid will be requested in accordance with the *Texas Fire and Rescue Mutual Aid Plan* during an emergency situation (see *State of Texas Emergency Management Plan*, Annex R, Section IV.G).]
3. If the foregoing resources are inadequate to deal with an emergency situation, the Mayor may request SAR assistance from the State through the Disaster District in Weslaco, Texas.

#### **E. Activities by Phases of Emergency Management**

1. Prevention
  - a. Maintain up-to-date information on known hazards present in facilities such as refineries, factories, power plants, and other commercial businesses.
  - b. Maintain up-to-date information on type and quantities of hazardous material present in local businesses and industrial facilities.
2. Preparedness
  - a. Maintain a schedule for testing, maintenance, and repair of rescue equipment.
  - b. Maintain a list of all SAR resources (see Annex M) and stock specialized supplies.
  - c. Make arrangements for responders to obtain building plans during emergencies.
  - d. Identify sources of dogs that can be used for SAR operations.
  - e. Develop communications procedures to ensure adequate communications between SAR units, fire units, law enforcement units and other emergency responders.
  - f. Plan and execute training exercises for all SAR personnel on a regular basis.
  - g. Revise and update response plans at regular intervals.
3. Response
  - a. Initiate rescue missions, as necessary.
  - b. Mobilize support resources.
4. Recovery
  - a. Perform or assist in decontamination and cleanup.
  - b. Assess damage to SAR equipment and facilities, if necessary.

- c. Inventory and replace depleted supplies.

## **VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

### **A. General**

1. Our normal emergency organization, described in Section VI.A of the Basic Plan and depicted in Attachment 3 to the Basic Plan, shall carry out the function of providing SAR services in emergency situations. Routine SAR operations can be handled by our SAR team, with limited support from one or two other emergency services, operating under an IC. We have very few SAR capabilities and will rely on mutual aid agreements with neighboring jurisdictions for assistance with SAR operations. The EOC will normally be activated for major emergencies and disasters that require extensive SAR operations and a commitment of all emergency services as well as external assistance.
2. The Fire Chief shall serve as the Chief Rescue Officer and coordinate emergency SAR operations.

### **B. Task Assignments**

1. The San Benito Fire Department will:
  - a. Coordinate all SAR operations using the City of San Benito resources or those obtained pursuant to inter-local agreements.
  - b. Provide assistance during evacuations (see Annex E).
  - c. Prepare and execute inter-local agreements for SAR support.
  - d. Provide support for other public safety operations, as necessary.
2. The IC will:
  - a. Establish an ICP and control and direct emergency response resources.
  - b. Assess the incident, request any additional resources needed, and provide periodic updates to the EOC, if activated.
  - c. Determine and implement initial protective actions for emergency responders and the public in the vicinity of the incident site.
  - d. Establish a specific division of responsibilities between the incident command operation and the EOC, if activated.
3. Law Enforcement will:

Upon request of the IC, provide control access to and control traffic around incident sites.
4. The San Benito Public Works will:
  - a. Upon request of the IC, provide heavy equipment support for SAR operations.

- b. Upon request of the IC, shut off gas or power to collapsed structures.
5. The South Texas Emergency Care-EMS will:  
  
Provide trained personnel and equipment to administer emergency medical support, if necessary.
6. The San Benito Police Department will:  
  
Coordinate body recovery activities with the Justice of the Peace and Medical Examiner's Office, if needed.

## **VII. DIRECTION AND CONTROL**

### **A. General**

1. For most emergency situations, an IC will establish an ICP and direct and control emergency operations at the scene from that ICP. All SAR resources will carry out missions assigned by the IC. The IC will be assisted by a staff with the expertise and of a size required for the tasks to be performed. The individual most qualified to deal with the specific type of emergency situation present should serve as the IC.
2. In some situations, the EOC may be activated without an incident command operation. This type of organizational arrangement is most likely when: (a) a hazard threatens, but has not yet impacted the local area (such as the predicted landfall of a hurricane), or (b) when a generalized threat exists and there is no identifiable incident site (as may be the case for a terrorist threat). During these situations, a senior SAR officer will normally report to the EOC to coordinate any response by SAR personnel.
3. External response agencies are expected to conform to the general guidance provided by our senior decision-makers and carry out mission assignments directed by the IC or the EOC. However, organized response units will normally work under the immediate control of their own supervisors.

### **B. Incident Command System (ICS) – EOC Interface**

If both the EOC and an ICP are operating, the IC and the EOC must agree upon a specific division of responsibilities to ensure proper response to the incident without duplication of efforts. A general division of responsibilities between the ICP and the ECO that can be used as a basis for more specific agreement is provided in Section V of Annex N, Direction and Control.

### **C. Line of Succession**

Line of succession for the Chief Rescue Officer is:

1. Fire Chief
2. Assistant Fire Chief
3. Fire Captain

## **VIII. INCREASED READINESS ACTION**

### **A. Readiness Level IV – Normal Conditions**

See the mitigation and preparedness activities in paragraphs V.E.1 and V.E.2 above.

### **B. Readiness Level III – Increased Readiness**

1. Monitor situation.
2. Alert key personnel.
3. Check readiness of all equipment and supply status and correct deficiencies.
4. Review inter-local agreements for use of SAR resources operated by other agencies.
5. Review plans and procedures and update them, if necessary.

### **C. Readiness Level II – High Readiness**

1. Alert personnel of possible emergency duty.
2. Place selected personnel and equipment on standby.
3. Identify personnel to staff the EOC and ICP if those facilities are activated.
4. Prepare to implement inter-local agreements.

### **D. Readiness Level I – Maximum Readiness**

1. Mobilize selected SAR team members.
2. Consider precautionary deployment of personnel and equipment, if appropriate.
3. Dispatch SAR representative(s) to the EOC when activated.

## **IX. ADMINISTRATION AND SUPPORT**

### **A. Reporting**

In addition to reports that may be required by their parent organization, SAR teams participating in emergency operations should provide appropriate situation reports to the IC, or if an incident command operation has not been established, to the EOC. The IC will forward periodic reports to the EOC. Pertinent information will be incorporated into the Initial Emergency Report and the periodic Situation Report that is prepared and disseminated to key officials, other affected jurisdictions, and state agencies during major emergency operations. The essential elements of information for the Initial Emergency Report and the Situation Report are outlined in Appendices 2 and 3 to Annex N (Direction and Control).

## **B. Records**

1. Activity Logs. The IC and, if activated, the EOC, shall maintain accurate logs recording significant operational activities, the commitment of resources, and other information relating to emergency response and recovery operation. See Section IX.B of Annex N, Direction and Control, for more information on the types of information that should be recorded in activity logs.
2. Documentation of Costs. Expenses incurred in carrying out emergency response operations for certain hazards, such as radiological accidents or hazmat incidents may be recoverable from the responsible party. Hence, all SAR service elements will maintain records of personnel and equipment used and supplies consumed during large-scale emergency operations.

## **C. Preservation of Records**

Vital records should be protected from the effects of disaster to the maximum extent feasible. Should records be damaged during an emergency situation, professional assistance in preserving and restoring those records should be obtained as soon as possible.

## **D. Resources**

A listing of local SAR resources is found in Annex M, Resource Management.

## **E. Communications**

General emergency communications capabilities and connectivity are discussed and depicted in Annex B, Communications. The SAR team communications network is shown in Appendix 1.

## **F. Post Incident Review**

For large-scale emergency operations, the Mayor or EMC shall organize and conduct a review of emergency operations in accordance with the guidance provided in Section IX.E of the Basic Plan. The purpose of this review is to identify needed improvements in this annex, procedures, facilities, and equipment. SAR personnel who participated in the operations should participate in the review.

# **X. ANNEX DEVELOPMENT AND MAINTENANCE**

- A. The Fire Chief is responsible for developing and maintaining this annex. Recommended changes to this annex should be forwarded as needs become apparent.
- B. This annex will be revised annually and updated in accordance with the schedule outlined in Section X of the Basic Plan.
- C. Departments and agencies assigned responsibilities in this annex are responsible for developing and maintaining SOPs covering those responsibilities.

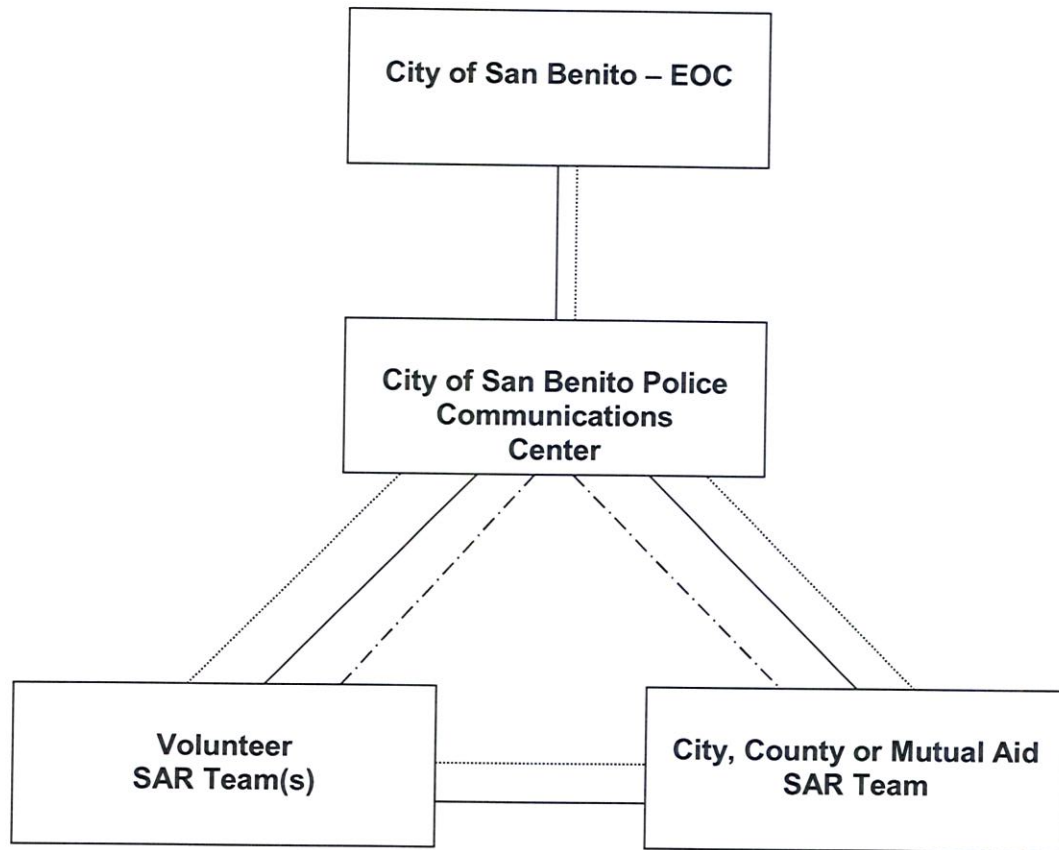
## **XI. REFERENCES**

- A. Annex R (Search and Rescue) to the *State of Texas Emergency Management Plan*.
- B. Annex U (Terrorist Incident Response) to the *State of Texas Emergency Management Plan*.
- C. *Texas Fire and Rescue Mutual Aid Plan*, May 1998.

## **APPENDIX**

Appendix 1: Communications Network

### SAR COMMUNICATIONS NETWORK



**LEGEND:**

- Phone
- ..... VHF Radio
- - - - Cell Phone

# Planning Notes

## ANNEX R



## SEARCH & RESCUE

## Planning Notes

### Annex R, Search & Rescue

#### 1. General

- A. Throughout the sample annex, brackets are used to highlight text that should be tailored for local circumstances. For example, if the annex text indicates [County Judge/Mayor], County Judge will typically be deleted for municipal plans, while Mayor will typically be deleted from county plans. For interjurisdictional plans (a county and one or more cities), the entry should be reworked to describe local practice. Hence, in an interjurisdictional plan, County Judge and Mayors, County Judge or Mayors, County Judge, assisted by Mayors or other text depending on local arrangements and your specific concept for emergency operations.
- B. The entry [county/city] should be replaced with an appropriate jurisdiction name – generally the city name or the county name. For interjurisdictional plans normal practice is to either enter the county name alone or enter the county name followed by the phrase “*and cities adhering to this plan,*” the terms “this city” or “this county” or something similar to avoid having a lengthy list of cities repeated throughout the annex. In some places in the text, the words “we” or “our” may be a satisfactory replacement for [County/City].
- C. If this annex is combined with Annex F, Firefighting, to form a consolidated Fire & Rescue annex, the content of this annex should be carefully merged into the text of Annex F. The consolidated annex must meet the standards established for both Annex F and Annex R. Completed standards checklists for both annexes must be forwarded when the consolidated annex is submitted to DEM for review.

#### 2. Specific

- A. Section I. Add any local authorities pertinent to the subject of this annex that are not included in the Basic Plan.
- B. Section III. This section should be used to list acronyms and abbreviations and define terms used later in the annex. Add to the list of acronyms any that you have used in the annex that are not listed. If you add abbreviations or definitions, you may wish to make separate lettered sub-headings for acronyms, abbreviations, and definitions.
- C. Section IV.A.1. Indicate the department or agency that has primary responsible for the SAR function in your jurisdiction.
- D. Section V.A.1. List all of the departments, agencies, and teams that provide your community with its SAR capability. Delete those teams and units that are not available locally; add any additional SAR teams and units that are available locally but are not listed. In the case of canine teams, edit the list of capabilities to describe those that are actually available in your area.

- E. Section V.D.1. Indicate the title of the individual who will request assistance pursuant to inter-local agreements if it is someone other than the Fire Chief. Also, delete the last sentence if your jurisdiction does not rely on local industry/business for SAR support.
- F. Section V.D.2. Delete this paragraph if your jurisdiction is not part of the Statewide Mutual Aid Agreement.
- G. Section V.D.3. Indicate the location of your Disaster District in the space provided.
- H. Section VI.A.1. Select one of the two bracketed [] sentences as it applies to your jurisdiction's situation.
- I. Section VI.A.2. Indicate, by title, the person who will service as Chief Rescue Officer.
- J. Section VI.B. Make changes in this section as necessary to assign tasks to appropriate local departments or agencies so that such assignments are consistent with the emergency organization and concept of emergency operations outlined in your Basic Plan.
- K. Section VI.B.6. Indicate which agency will be responsible for coordinating the recovery of deceased victims and with whose office the activities will be coordinated.
- L. Section VII.A. Check this section carefully and edit it as necessary to explain how emergency SAR operations will be directed and controlled in your jurisdiction.
- M. Section VIII. Modify this section as needed so that it accurately reflects SAR readiness actions that your jurisdiction plans to take at various readiness levels.
- N. Section IX.F. Select the individual who shall conduct post-incident reviews.
- O. Appendix 1. SAR Communications Network. This is only an example. You may wish to include a description of your communications network in addition to the diagram.

## State Planning Standards Checklist for Annex R, Search & Rescue

**Jurisdiction(s):** City of San Benito

**Annex Date:** November 19, 2019 **Date of most recent change, if any:** November 19, 2019

(The date which appears on the signature page)

**Note:** The annex will be considered Deficient if the *italicized* standards are not met.

<b>This Annex shall:</b>	<b>Section/paragraph</b>
<b>I. Authority</b>	
R-1. Identify local, state, and federal legal authorities pertinent to the subject of the annex in addition to those cited in the basic Plan.	I.
<b>II. Purpose</b>	
R-2. Include a purpose statement that describes the reason for development of the annex.	II.
<b>III. Explanation of Terms</b>	
R-3. Explain and/or define terms and acronyms used in the annex.	III.
<b>IV. Situation &amp; Assumptions</b>	
<i>R-4. Include a situation statement related to the subject of the annex.</i>	IV.A
<i>R-5. Include a list of assumptions used in planning for SAR operations during emergency situations.</i>	IV.B
<b>V. Concept of Operations</b>	
<i>R-6. Describe the local concept of operations for SAR management during emergency situations.</i>	V.A
<i>R-7. Describe the role of SAR operations in terrorist incident response.</i>	V.C
<i>R-8. Describe how external SAR resources will be obtained if local resources are insufficient to deal with an emergency.</i>	V.D
<i>R-9. Include a list of actions by phases of emergency management to be taken to ensure adequate SAR capabilities during emergency situations.</i>	V.E
<b>VI. Organization &amp; Assignment of Responsibilities</b>	
<i>R-10. Describe the organization that will be used to provide SAR services during emergency situations.</i>	VI.A.
<i>R-11. Include a listing by organization and/or position of the SAR tasks to be performed during emergency situations.</i>	VI.B
<b>VII. Direction &amp; Control</b>	
<i>R-12. Describe how SAR efforts will be directed and controlled during emergency situations.</i>	VII.A
R-13. Describe the interface between the Incident Commander and the EOC.	VII.B
<i>R-14. Indicate the line of succession for key SAR personnel.</i>	VII.C
<b>VIII. Readiness Levels</b>	
<i>R-15. Describe actions to be taken at various readiness levels.</i>	VIII

<b>IX. Administration &amp; Support</b>	
R-16. Include policies on reporting, record keeping, and preservation of records.	IX.A-C
<i>R-17. Refer to a list of SAR response resources contained elsewhere in the plan or appended to this annex.</i>	IX.D
R-18. Provide for a post-incident review of SAR operations.	IX.F
<b>X. Annex Development &amp; Maintenance</b>	
R-19. Specify the individual(s) by position responsible for developing and maintaining the annex.	X.A
R-20. Make reference to the schedule for review and update of annexes contained in section X of the Basic Plan.	X.B
<b>XI. References</b>	
R-21. List references pertinent to the content of the annex not listed in the Basic Plan.	XI
<b>Other</b>	
<i>R-22. Include a description or diagram of the SAR communications network.</i>	Appendix 1

FOR LOCAL GOVERNMENT USE	Signature	Date
This Checklist Completed By		

FOR DEM USE	Initials	Date
DEM Regional Liaison Officer Review		
DEM Preparedness Section Processing		