

Mass Rescue Operations

Partnership + Planning + Practice = Preparedness



SARSCENE 2007
Victoria, British Columbia

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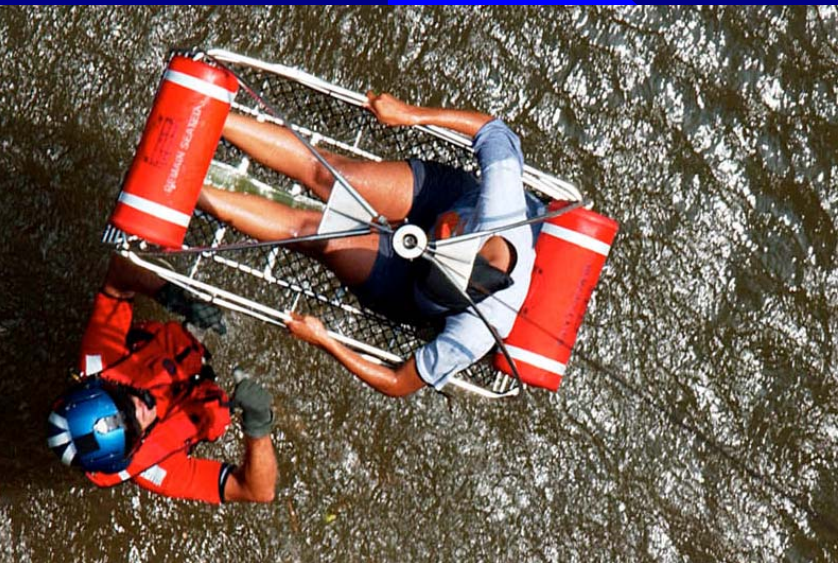
SARSCENE 2007

- What is a Mass Rescue Operation?
- MRO Partnerships
- MRO Planning
 - 3 primary U.S. MRO documents (Nat'l SAR Plan, Nat'l SAR Supplement, Nat'l Response Plan)
 - SAR "World of Work"
- MRO Practice



An “MRO” is:

- A Civil SAR response with:
 - a need for immediate assistance to large numbers of persons in distress such that. . .
 - capabilities normally available to SAR authorities are inadequate.

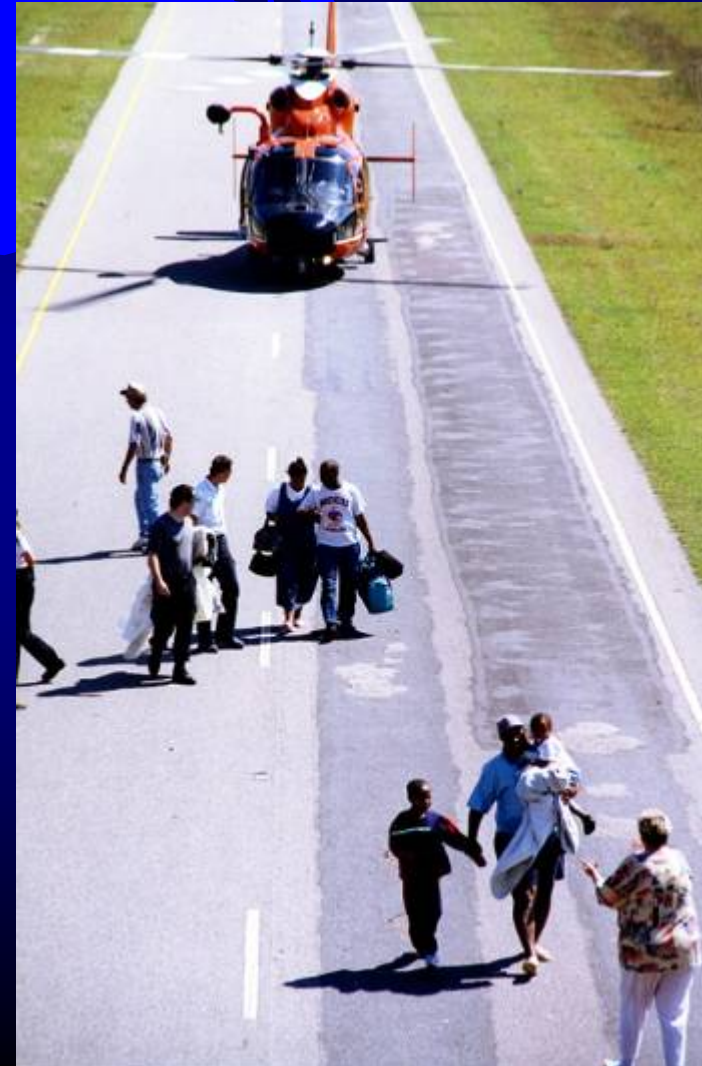


MRO's are low-probability,
high-consequence events....



Scenarios that can lead to an MRO include:

- Natural Disasters:
 - Hurricanes;
 - Mass Flooding;
 - Earthquakes; etc.
- Disasters with commercial airlines, passenger ships, trains, etc.
- Large scale terrorist attacks



MROs can happen anywhere.....

- Oceanic. . .
- Lakes and rivers. . .
- on land. . .
- and large buildings

Hurricane Katrina (August 2005)



HURRICANE FLOYD

Sept 1999 - Tar River, North Carolina



M/V Queen of the North - Sank Wright Sound, BC (22 March 2006)



M/S Nordkapp (Cruise Liner)

- 30 Jan 07: Touched bottom during passage of Neptune's Bellows, Deception Is, Antarctica
- 01 Feb: Passengers were transferred to the Nordkapp's sister ship; transported to Argentina
- Fortunately, no damage or flooding occurred. But... Antarctica is a challenging environment
- How would/could we respond if several hundred people had to get into lifeboats?



Cruise Ship ECSTASY

20 July, 1998 - Miami, Florida



How then do our SAR services prepare for and respond to these "low-probability, high-risk" events?



Some ground truths:

New Orleans
August 2005



- SAR is a long-time worldwide core mission; federal, state, local authorities and volunteers do well day-in & day-out.
- However, an MRO by definition poses special challenges.
- Careful & comprehensive planning, preparation & training are essential for our organizations to carry out an MRO successfully.
- Failure to do so may result in a large loss of life.

MRO Response Formula:

Partnership + Planning + Practice = Preparedness

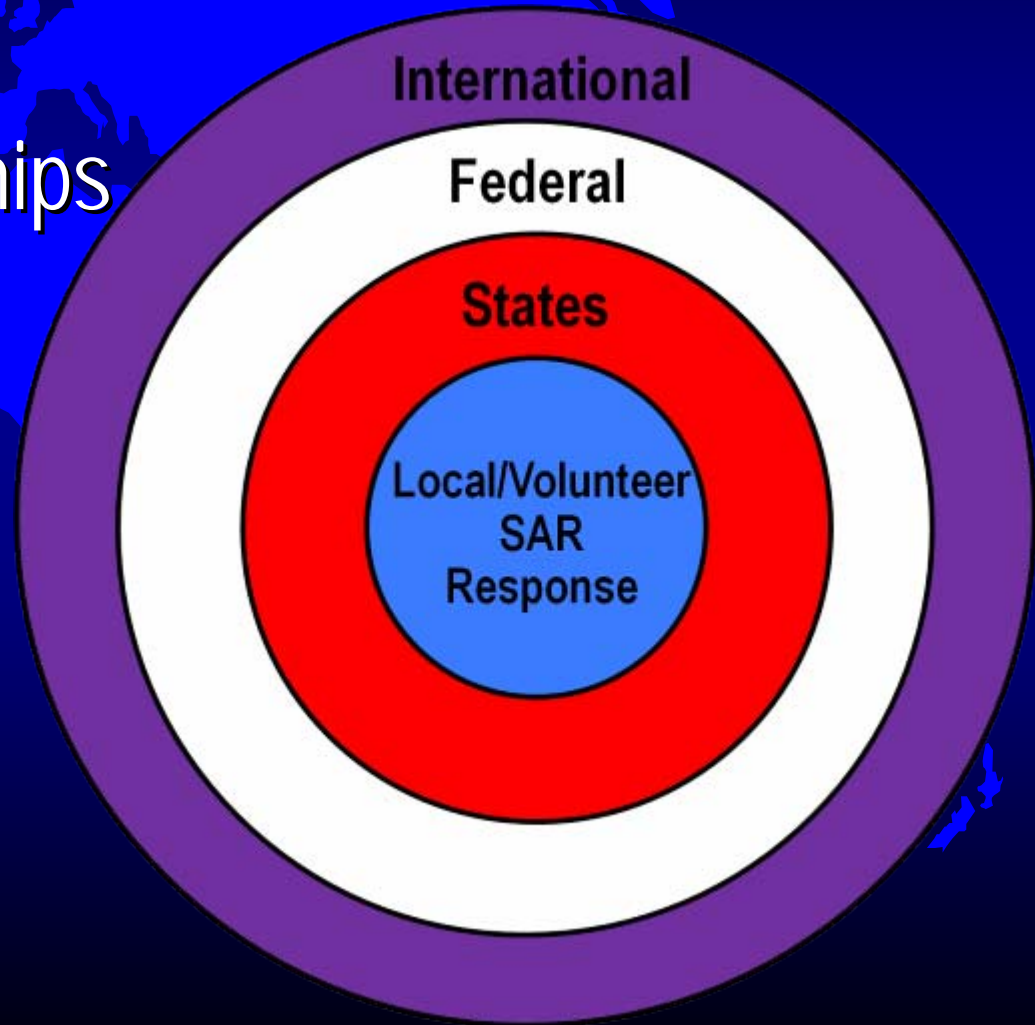
The first piece of a successful MRO response is **partnering** with all available SAR responders



1. MRO Response Partnerships

Identify your partners & formalize your relationships (MRO plans, mutual assistance pacts, etc).

In a disaster, a unified command is important

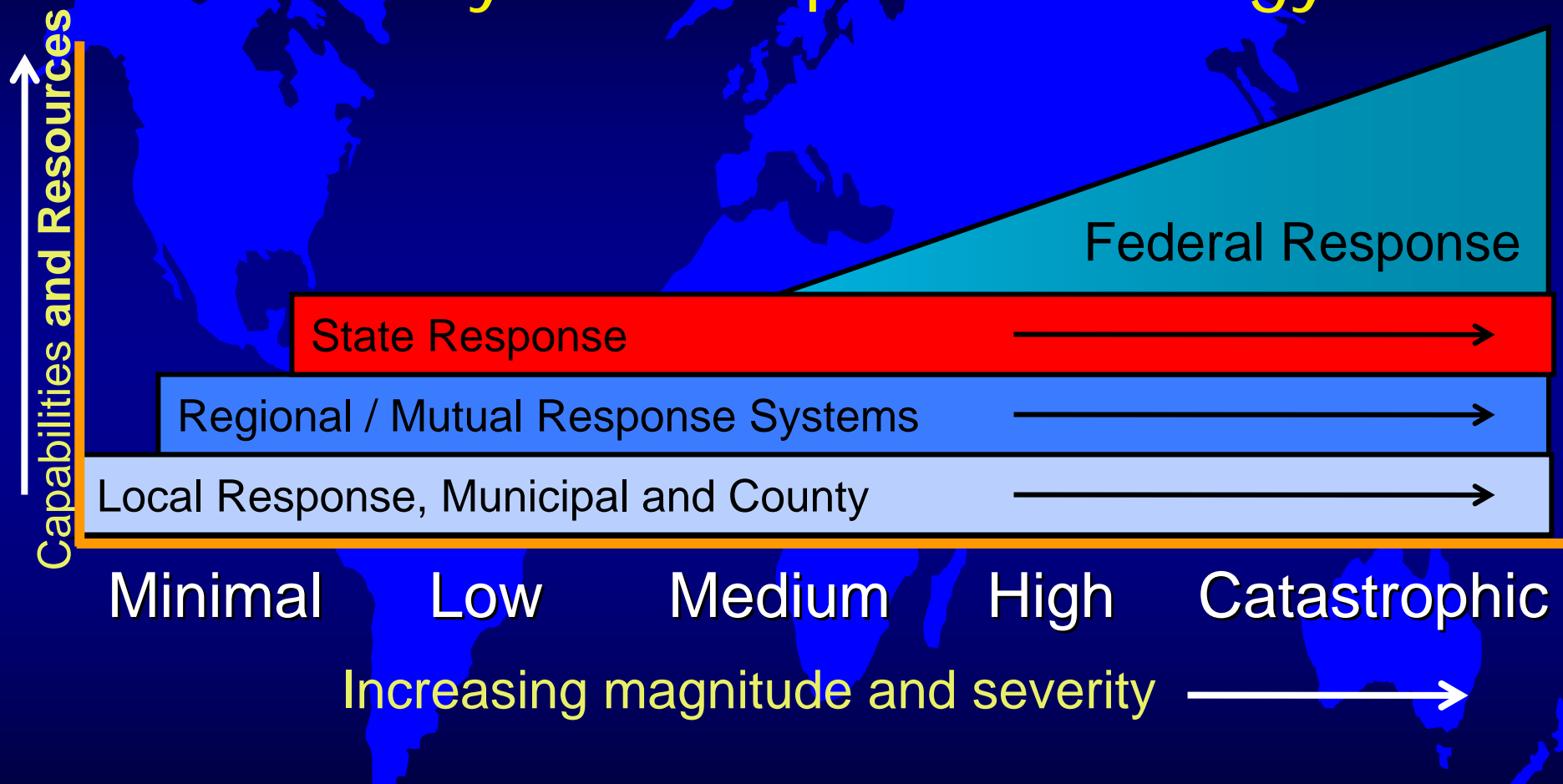


Partners include: international, federal, Military, state, local, tribal, volunteers...

Different locations will have different partners!



An MRO response should be part of a layered response strategy!



MRO Partners need to know when and how they fit in the response

In the U.S., the federal govt, partners through the National SAR Committee (NSARC)

Member Agencies Include:



- Department of Defense
- Department of Interior (NPS)
- Department of Commerce (NOAA)
- Department of Transportation (FAA)
- Federal Communications Commission
- National Aeronautics and Space Administration
- *Department of Homeland Security (2007)
Coast Guard & FEMA*

U.S. Coast Guard
Chairs the
Committee!

National SAR Committee (NSARC) Objectives:



- "... provide a standing committee to oversee the National SAR Plan and coordinate interagency SAR matters."
- "... provide a forum for preliminary development of interagency positions in SAR matters."
- "... provide for an interface with other national agencies involved with emergency services."

Get our collective act together!

Summary:

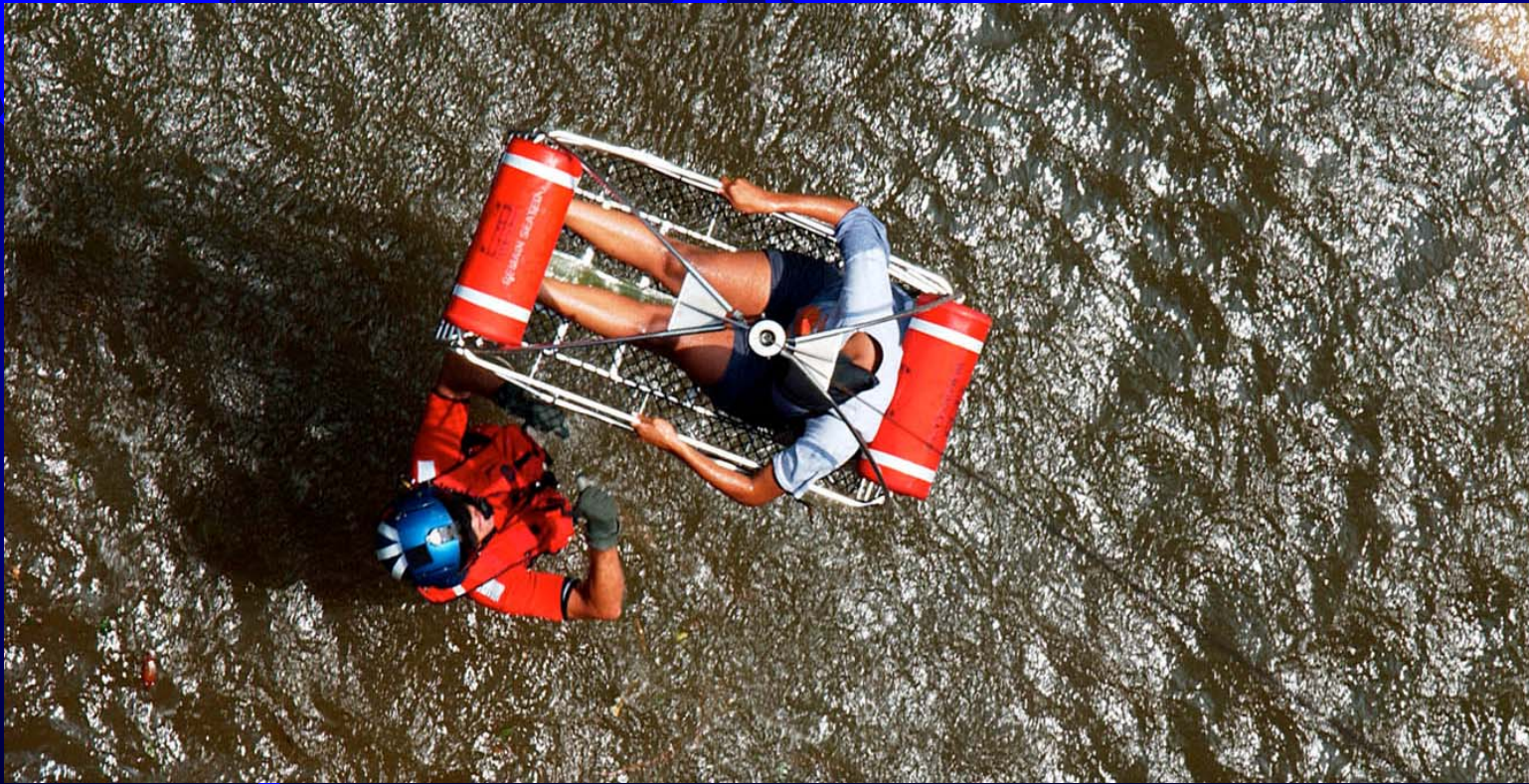
Partnerships are critical to a successful MRO response!



Partnership + Planning + Practice = Preparedness

2. MRO Response Planning

Identify risks and MRO scenarios and plan accordingly



MRO Planning documents available to you

MRO Planning *Internationally*: Global SAR System



IMO SAR
Convention
(1979)

IMO & ICAO

ICAO Convention
Civil Aviation
(1944)



Designed to
harmonize
aeronautical
& maritime
SAR

International
Aeronautical &
Maritime
SAR Manual
(IAMSAR)



IAMSAR Manual
International Aeronautical
and Maritime Search and Rescue Manual



International Maritime Organization

MRO planning takes international commitment...



International MRO Guidance:

1. COMSAR/Circ.31 Guidance for MROs

- Excellent guidance for the development of MRO plans
- Recognizes the multi-layered aspects needed for a successful response.
- Passenger accountability in relation to disembarkation for the ship and embarkation ashore.
- A need for heavy international diplomatic support.
- Supplemental communications capabilities and interoperability



International MRO Planning : Passenger Vessels

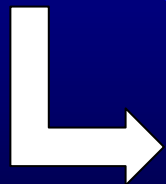
2. MSC/Circ.1079 – Guidelines for preparing plans for co-operation between search and rescue services and passenger ships

- Provides SAR services with easily accessible and up-to-date information about ships to enhance the efficiency of the response
- Exercises should be coordinated to ensure efficient use of available resources and conducted periodically.

National MRO Planning

My Example: U.S. SAR System

- MROs are such unique events, federal govts must coordinate responding federal agencies
- In the United States, the National SAR Committee is our way to work towards a unified, MRO response



U.S. National SAR Committee similar to Canada's National SAR Secretariat

NSARC: <http://www.uscg.mil/hq/g-o/g-opr/nsarc/nsarc.htm>

National MRO Planning: U.S. SAR System

The U.S. has 3 primary MRO planning documents:

1. National SAR Plan (2007)
2. National SAR Supplement to the IAMSAR Manual
3. National Response Plan (NRP)



National Search and Rescue Plan of the United States 2007

1.
 - 19-Page Plan: for "...coordinating SAR services to meet domestic needs and international commitments."
 - *Key*: Harmonized the NSP to Nat'l Response Plan



National Response Plan

December 2004



National SAR Plan:
<http://www.uscg.mil/hq/g-o/g-opr/nsarc/nsarc.htm>

2. National SAR Supplement (NSS) to the IAMSAR Manual

- Implements the Nat'l SAR Plan
- Provides guidance to federal agencies in support of the IAMSAR Manual and the IMO/ICAO SAR conventions.
- Includes MRO guidance

United States
National Search and Rescue Supplement
to the
International Aeronautical and Maritime
Search and Rescue Manual



National Search and Rescue Committee
Washington DC

May 2000

National SAR Supplement:
<http://www.uscg.mil/hq/g-o/g-opr/nsarc/nsarc.htm>

3. National Response Plan (NRP)

- Federal govt's plan for responding to catastrophic incidents
- Currently being rewritten as the "National Response Framework" (NRF)

National Response Plan

December 2004



Homeland
Security

National Response Plan:

http://www.dhs.gov/xprepresp/committees/editorial_0566.shtm

Key Issue: The U.S. response to Hurricane Katrina showed our MRO plans weren't effective...

White House Report on Hurricane Katrina

Recommendation 45:

"The National SAR Committee should revise the National SAR Plan (NSP) to include disaster response operations..."

THE FEDERAL RESPONSE TO
HURRICANE
KATRINA
LESSONS LEARNED



FEBRUARY 2006

<http://www.whitehouse.gov/reports/katrina-lessons-learned.pdf>

- All 3 U.S. MRO documents are being rewritten to reflect a post-Katrina world.



National Search and Rescue Plan of the United States 2007

United States
National Search and Rescue Supplement
to the
International Aeronautical and Maritime
Search and Rescue Manual



National Search and Rescue Committee
Washington DC

May 2000

National Response Plan

December 2004



Homeland
Security

- It's difficult and painful!

National MRO Planning: SAR "World of Work"

- The National SAR Committee developed a system to organize the SAR "World of Work"





"SAR World of Work"

"Normal" SAR
Operations (24/7)

Catastrophic
Incident
SAR

Mass Rescue Operations

"The Olive"



"Normal" SAR

This is the "Normal" SAR agencies conduct day in and day out throughout the year.

"Normal" SAR
Operations
(24/7)

Any SAR case, not an MRO or Catastrophic Incident, can be considered a "Normal" SAR operation.

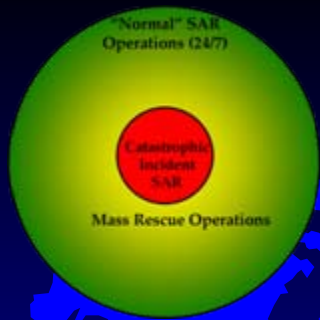


Mass Rescue Operations

Mass Rescue Operations

MROs are infrequent operations that require the search and rescue of large numbers of people.

Not considered **normal SAR**, but also does not meet the criteria for a **Catastrophic Incident**.



Mass Rescue Operations

One final thought about MROs...

"MROs often need to be carried out and coordinated within a broader emergency response context that may involve hazards mitigation, damage control and salvage operations, pollution control, complex traffic management, large scale logistics, medical and coroner functions, accident-incident investigation, and intense public and political attention, etc. Efforts often start immediately at an intense level and may need to be sustained for days or weeks."

Catastrophic Incident SAR (CIS)



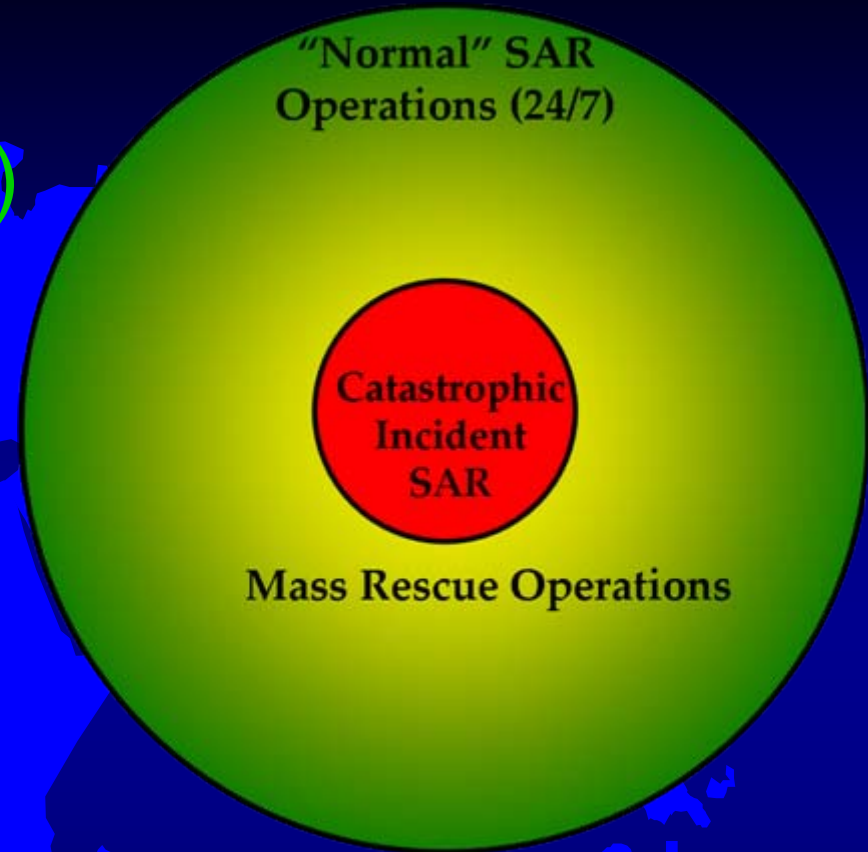
**Catastrophic
Incident
SAR**

“...any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to State, local, tribal, and private-sector authorities in the impacted area...”

Ref: National Response Plan (Page 43)

“A Circle of SAR”

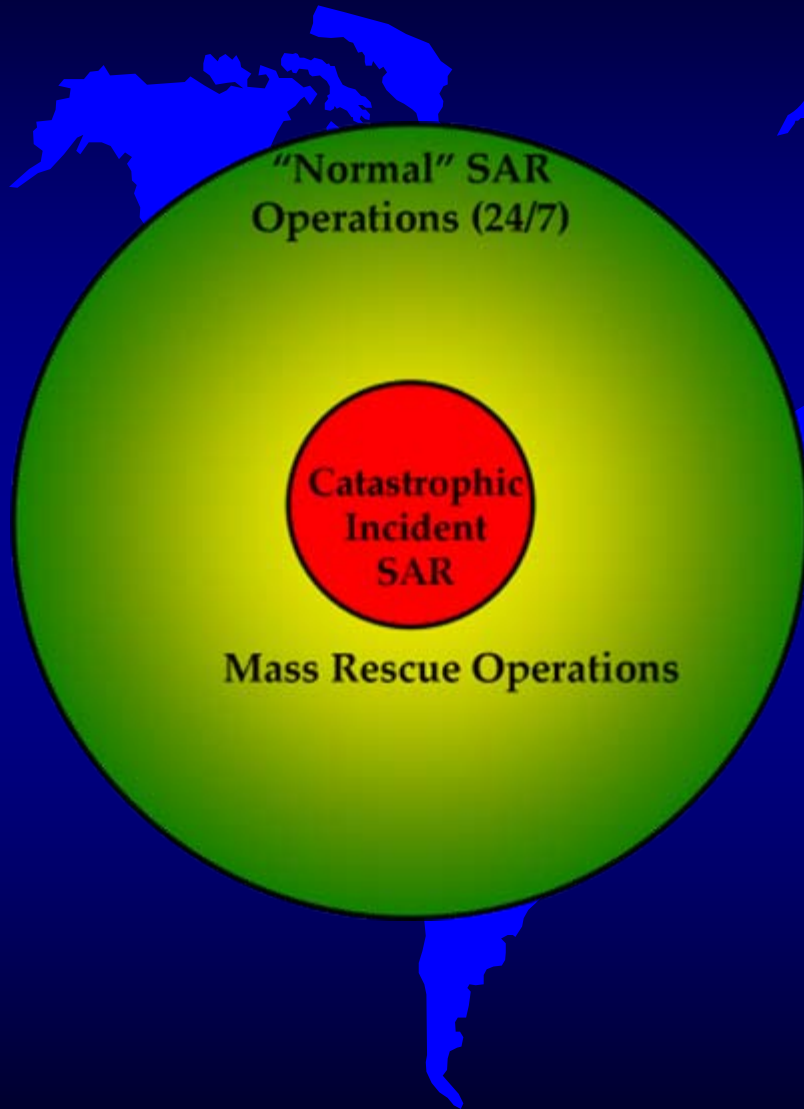
- Normal SAR Ops (24/7)
- Mass Rescue Ops
- Catastrophic Incident SAR (CIS)



Key Points:

- No line between “Normal” SAR and MRO: unique to each agency, circumstance, type of SAR (land, aeronautical, maritime, urban, etc.)
- “Normal” SAR/MRO is separate from a CIS

MROs & Catastrophic Incident SAR:



For MROs that are *not* Catastrophic Incidents, the Nat'l SAR Supplement guidance, as well as individual agency guidance, applies

For Catastrophic Incidents, inter-agency Catastrophic Incident SAR guidance applies (*being developed...*)

MRO Planning - *Summary*

- Develop MRO guidance for a layered response to MRO and Catastrophic Incident scenarios.
- Identify your risks and plan accordingly...

Partnership +

Planning +

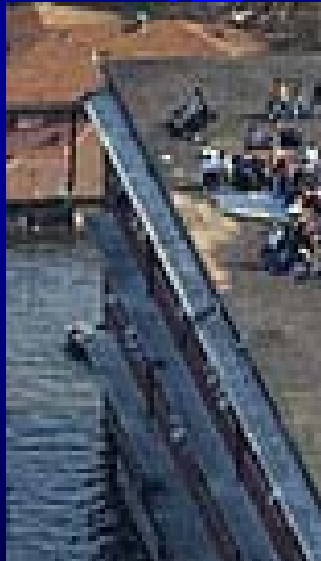
Practice =

Preparedness



3. MRO Practice

- Train *all* personnel and all response partners (international, federal, military, state, local, volunteers...)
- Exercise program (practice, practice, practice...)



- An effective exercise program will allow many
- diverse SAR cultures (international, military, state, local, volunteers, etc.) to provide an effective, coordinated response to a MRO scenario.



Exercises bring to light issues that need to be addressed *before* an MRO occurs:

- *Language* – do all responders understand the same “SAR” language?
- *Georeferencing* – does everyone use lat/long or something else? On land as well as at sea? (major issue in U.S. – US Nat’l Grid vs. lat/long)
- *Comms* – Extremely difficult during an MRO when services are limited or not available.

MRO Practice - *Summary*

Identify and practice different, likely scenarios (land or sea) using available resources will help to prepare SAR responders for future MRO possibilities.

Partnership +

Planning +

Practice =

Preparedness



Partnership +

Planning +

Practice =

Preparedness

If you have all three,
you'll get preparedness



Questions?