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# CAMPBELL COUNTY, KENTUCKY EMERGENCY OPERATIONS PLAN

## SEARCH AND RESCUE PLAN

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### **Purpose**

The purpose of this plan is to establish responsibility, authority, and operational and administrative procedures for Search and Rescue (SAR) activities within the boundaries of Campbell County, Kentucky.

### **Objectives**

To describe the guidelines for Search and Rescue incidents that will:

- A. Give the appropriate high priority to the protection of life.
- B. Locate and provide necessary care, including emergency medical care, and evacuate persons in distress, by implementing the following;
  1. Using the most effective methods, and
  2. Within the least lapsed time, and
  3. In the safest and most economical way, and
  4. With the least impact on the resources and on the normal day-to-day operations of the county.

### **Responsibilities**

Kentucky Revised Statutes (KRS) Chapter 39 identifies the local Emergency Management Director or their designee, with the authority and the responsibility for SAR operations within their respective jurisdiction. It will be the responsibility of the EM Director to determine the degree in which these agencies may become involved during actual SAR missions. SAR missions also have the potential to become law enforcement incidents as well, and therefore may require the participation of immediate local law enforcement agencies.

### **Emergent Authorities and Responsibilities**

There may be specific incidents where agencies and organizations outside the county have a responsibility to continue to SAR incidents that may cross-jurisdictional lines and include Campbell County. Examples are:

1. Multi-agency response
2. Two or more state and/or federal agencies are on scene.
3. Civil Air Patrol missions for missing or lost aircraft.

4. Search incidents along the borders of the County, including waterways.

When it involves a threat to human life, a SAR mission will have priority over other activities, except other, more serious life-threatening emergencies. Upon request, every agency within the County will provide all equipment, supplies, human resources, and facilities necessary to meet the above stated objectives.

Campbell County Emergency Management assumes full responsibility for the identification, evaluation, and utilization of SAR resources in the County. It is the policy of the Campbell County Office of Emergency Management and Campbell County LandSAR that only SAR Teams that are certified by the Kentucky Division of Emergency Management will be used for searches (as defined by KRS) in Campbell County.

Further, Campbell County EM will be actively involved in the training and proficiency maintenance of these resources and will develop and maintain alerting and communication procedures that will ensure timely notification of and reliable communications with all resources that may be involved in a SAR event.

It is the policy of the Campbell County Office of Emergency Management and Campbell County LandSAR that only dogs and handlers that are certified as a search dog and certified dog handler by the Kentucky Division of Emergency Management will be used for searches (as defined by KRS) in Campbell County.

## **PLAN FOR LOST OR MISSING PERSON SEARCH**

### **I INITIAL NOTICE**

- A. Upon notification of a missing person or potential search and rescue (SAR) mission, the Campbell County Public Safety Communications Center dispatcher will:
  1. Notify the law enforcement agency of the jurisdiction involved.
  2. Notify the Fire Department having Jurisdiction's impacted.
  3. If the incident is water related – immediately notify Boone County Water Rescue.
  4. Notify Emergency Management
  5. Obtain a complete description of the missing person(s)
  6. Obtain current weather information, to include, wind direction, precipitation, and forecast.

Legal Notes: Under any circumstances, if initial efforts to search for a missing person last more than two (2) hours from the time of the initial call reporting the missing person then the on-call Emergency Management official shall be notified. KRS 39F.180 (1)

- B. Any missing person report for a missing minor, as that term is defined in KRS 2.015, shall be immediately reported to the Department of Kentucky State Police by the person or organization to whom the missing minor is reported. KRS 2.015: "Persons of the age of eighteen years are of the age of majority for all purposes in this Commonwealth except for the purchase of alcoholic beverages and for purposes of care and treatment of handicapped children, for which twenty-one years is the age of majority."
- C. A missing person report for an impaired person as defined in KRS 39F.010(3)(a) shall immediately be reported as a Golden Alert D to the local emergency management director, local search and rescue coordinator, local media outlets, and the duty officer of the Division of Emergency Management by the person managing the search or by the organization conducting the search, in a manner to be established by county policy.
- D. A missing person report for an impaired person as defined in KRS 39F.010(3)(b) shall immediately be reported as a Golden Alert to the local emergency management director, county search and rescue coordinator local media outlets, and the duty officer of the Division of Emergency Management by the person managing the search or by the organization conducting the search. The provisions of this section do not apply to any licensed long-term health care provider conducting a search for a missing resident until the provider requests a search by a person or organization specified in subsection (1) of this section.
- E. A missing person report for a veteran at risk shall immediately be reported as a Green Alert to the local emergency management director, county search and rescue coordinator, local media outlets, and the duty officer of the Division of Emergency Management by the person managing the search or by the organization conducting the search. The provisions of this section do not apply to any licensed long-term health care provider conducting a search for a missing resident until the provider requests a search by a person or organization specified in subsection (1) of this section.
  - A. If a report is received of a missing person with Alzheimer's, physical, mental, cognitive impairment or other organic brain disease then the on-call Emergency Management official shall be immediately notified. KRS 39F180 (2)(b)
  - B. If the incident involves a missing person and is not water related, the County SAR Coordinator will determine the relative urgency of the incident, and make the following notifications as deemed necessary:
    - 1. Campbell County LandSAR
    - 2. Northern Kentucky Technical Rescue Team (NKTRT)

- C. Search and rescue missions involving bodies of water will be considered an emergent incident until the SAR Incident Commander is reasonably confident that missing subject is deceased. At that point, water-related SAR missions will be classified as a recovery mission. These operations will continue to be conducted in accordance with this plan.
- D. Any search which lasts more than four (4) hours shall be immediately reported to the Kentucky Division of Emergency Management through the KYEM Duty Officer at 1-800-255-2587. KRS 39F.180 (3)
- E. For the purposes of this plan the following activities are not considered a "search" or SAR mission:
  - (a) Attempting to locate a fugitive from justice; or
  - (b) Attempting to locate an escaped prisoner; or
  - (c) Attempting to locate an absconder from probation/parole; or
  - (d) Attempting to locate an adult who has run away from home or other location; or
  - (e) Attempting to locate a child over the age of eight (8) who has run away from home or other location.

These incidents listed (a) through (e) are deemed law enforcement matters. The search for a child under the age of eight (8) who has run away from home may be determined to be a law enforcement matter by the law enforcement agency having jurisdiction over the incident. Should the law enforcement agency determine that a SAR mission is appropriate then the appropriate notifications should be made to request a SAR mission.

## **II. RELATIVE URGENCY**

- A. The Search Urgency Determination Form will help determine the relative urgency of the SAR situation. The lower the priority factor, the more urgent the situation. See Search Urgency Determination Form.

Remember that elapsed time from when the subject was determined missing, along with the political sensitivity of the circumstances, will have the effect of increasing the relative urgency.

## **III. INITIAL RESPONSE**

- A. If the County SAR Coordinator and the law enforcement supervisor determine that an actual search will be necessary, the following resources, actions and procedures should be implemented:

1. Immediate response resources; (land)
  - a. Campbell County EMA
  - b. Police and Fire Department of Jurisdiction
  - c. Local, trained SAR Teams
  
- 1a. Immediate response resources; (water)
  - a. Campbell County EMA
  - b. Police and Fire Department of Jurisdiction
  - c. Boone County Water Rescue
  - d. Marine units of Local Jurisdiction
  
2. Initial actions upon arrival at scene;
  - a. Identify the Place Last Seen (PLS) or Last Known Position (LNP). Obtain and copy maps including topographical maps.
  - b. Initiate Lost Person Questionnaire (LPQ) and Search Urgency Determination Form. Determine Search Urgency.
  - c. Establish identified Command Post (CP) location.
  - d. Determine high probability areas where search efforts should be directed; Segment the Search Area using natural and manmade boundaries.
  - e. Confine the search area to prevent a widening search area, and deploy hasty teams into high probability areas.
  
3. Escalation procedures should be determined;
  - a. Incident Action Plan (IAP)
  - b. Identify SAR resources to be needed.
  - c. Implement plans to expand CP activities.
  - d. Identify and advise necessary support services.

#### **IV. STRATEGY**

- A. If the incident is a known rescue, determine what resources will be needed to carry out the mission.
  
- B. Establish the probable boundaries of the search area. Some factors to take into consideration include:

1. Statistical data
2. History of the Area
3. Subject profile and immediate clues found.
4. Natural routes of travel
5. Analysis of time/distance traveled
6. Terrain hazards and natural barriers
7. Intuition

## V. TACTICS

A. Initial actions should have three objectives:

1. Confine the subject(s) travel, prevent the enlargement of the search area.
2. Effectively use the resources that are immediately available.
3. Find the subject or any possible clues.

B. Confinement and attraction methods:

1. Road or trail blocks
2. Camp-ins
3. Lockouts
4. Track traps
5. Road and trail patrols
6. String lines
7. Noise
8. Smoke
9. Lights

C. Generally, available, trained personnel will be dispatched immediately, as hasty teams, to the areas of highest Probability of Area (POA) to attempt to locate the subject or any clues. Efforts of this type should include:

1. Following known or suspected routes.
2. Grid, top or pattern search. (water-related).
3. Trail running
4. Sign cutting
5. High attraction area search
6. Search along the sides of roads.
7. Search along drainage areas, streams, riverbanks, and other high probability areas.
8. Search from ridge tops
9. Easily forgotten or obvious areas, restrooms, tents, vehicles.
10. If water related, underwater graph devices should be utilized.

D. Clue finding and/or clue subject finding resources should be used as early in the search effort as they can be requested and moved into the search area. These resources include:

1. Mantrackers
2. KYEM Certified SAR Dogs
3. Trained, clue conscious Hasty Teams
4. Aircraft, preferably helicopters.

E. Although clues such as footprints, discarded items, scent articles, etc., may not lead directly to the subject, their most profound effect can be to eliminate portions of the search area. Every person involved in the search, especially in the early phases, must be constantly reminded to be "clue conscious".

## **VI. INVESTIGATION / INTERVIEWING**

A. Consideration must be given to designating a trained person to conduct a thorough investigation. The effectiveness of a search operation can be diminished because of a lack of adequate and/or accurate information.

B. As the mission continues, the remaining, pertinent information on the Lost Person Questionnaire form should be obtained. The form can serve as a checklist to avoid missing any possible significant information. (One form should be completed for each subject lost or missing).

C. An effort to locate the subject somewhere other than the search area must be made in the event that the subject isn't lost but just where they aren't supposed to be. The following places/ persons should be contacted as they are identified and then re-contacted periodically:

1. Subjects destination; Did they arrive after the search began?
2. Friends, co-workers, relatives, companions.
3. Local hospital, emergency medical centers, doctor's office
4. Adjacent law enforcement jurisdictions (Have subject placed into LINK system if situation warrants).
5. Residents in and around the search area.
6. Local travel departure points (bus, airport, train, etc.)

D. Other Considerations

1. Possibility of criminal act
2. Check vehicle, home, etc., for clues
3. Preserve clues and physical evidence

## **VII. RESOURCES**

A. The order of preference for tactics and resources used in a search is suggested as follows:

1. Trained hasty search resources
  - a. Confinement and attraction
  - b. SAR watercraft (if required)
  - c. SAR Dogs
  - d. Mantrackers
  - e. Trained, clue conscious, hasty teams
  - f. Air Search
  - g. Direction Finding (DF) teams if an ELT is involved
2. Untrained hasty teams
3. Grid searchers

B. Every reasonable effort should be made to locate the subject using those methods listed in Section 1 above, even though large numbers of searchers might be available. The use of grid or line search techniques must be regarded as a last resort. Efficiency, economy, and control of the mission can be expected to substantially diminish when these techniques are utilized. Large numbers of searchers, even when reasonably trained, virtually obliterate clues. As a result, the effectiveness of those resources that have the highest and quickest Probability of Detection (POD) is considerably reduced or even eliminated.

C. Personnel from organizations other than those known to be specifically SAR trained, should be determined to be reasonably fit and equipped before they are permitted in other than support roles.

D. If local SAR resources are inadequate to deal with an emergency situation, SAR resources covered by the Statewide Mutual Aid Agreement may be requested through Campbell County Emergency Management. Some examples of SAR resources available in Kentucky include:

- a. Urban Search and Rescue
- b. Wilderness Search and Rescue
  - c. Low and high angle Search and Rescue
  - d. Water Rescue and Recovery
  - e. Trench Rescue
- f. Farm Rescue
- g. Cave Rescue
- h. Vehicle Rescue
- i. Dive Rescue and Recovery
- j. Search Dog Teams
- k. Mine Rescue



## **VIII. CALLOUT PROCEDURES**

- A. Written callout procedures for local, state, federal and other jurisdictional personnel should be established, reviewed annually, and posted in the Campbell County Joint Dispatch Center

## **IX. ORGANIZATION AND MANAGEMENT**

- A. The National Incident Management System (NIMS) shall be used on all SAR missions. The following functions must be considered on any SAR mission, regardless of the terminology used or the size of the mission. In the very early stages, some functions may be unnecessary and several or even all may be carried out by one or few persons. As the mission become more complex, the need to designate specific functions increase. The more complex the mission, the greater the need for individuals with specialized training to carry out the function.
  - 1. Incident Commander - Responsible for the coordination and control of all incident activities and the associated minute-by-minute decisions. Accountable for the overall success or failure of the mission.
  - 2. Operations Officer - Oversees the activities of the total search operations. All field deployable resources, regardless of type, come under the operations section. Duties include:
    - a. Prepare ground or water operations portion of the IAP
    - b. Prepare task assignments
    - c. Briefing and debriefing of teams
    - d. Report significant events to the SAR IC
    - e. Coordinate ground resources
  - 3. Planning Officer - Is responsible for collection, evaluation, and dissemination of incident information and for the preparation of the Incident Action Plan (IAP). Duties include:
    - a. Register and track incident resources
    - b. Preparation of tactical operations plan
    - c. Prepare incident status summary
    - d. Provide maps and photographic services
    - e. Collect and disseminate weather information
    - f. Intelligence and investigation
  - 4. Logistics Officer - Is responsible for providing personnel, supplies, equipment, and services necessary to support the mission. Duties include:

- a. Equipment procurement and maintenance
  - b. Transportation
  - c. Food Service
  - d. Command Post Operations
  - e. EMS
  - f. Communications
5. Finance Officer - Is responsible for tracking costs associated with the search effort. Duties include:
- a. Total number of man-hours expended
  - b. Expendable equipment costs
  - c. Recording damaged equipment
  - d. Assuring payment of all expenses incurred
6. Public Information Officer - Is responsible for media coordination and news releases. Establishes the Mission Information Center. Briefs family and local political personnel of all actions undertaken.
7. Safety Officer - Is responsible for the identification of potentially hazardous areas and situations, and has the authority to stop and prevent unsafe actions.
8. Liaison Officer - Provides a point of contact for assisting and cooperating agency and organizational representatives.
9. Communications Officer - the communications section operates under the direction of the Logistics Officer. The Communications Officer is responsible for installing, maintaining, and operating the mission's communications system per the IAP. Duties include:
- a. Operate the mission's communications
  - b. Provide radio operator
  - c. Maintain communications logs

- B. A qualified person should be appointed to see to the needs of the relatives or close friends and for keeping them informed of the progress of the mission.

## **X. COMMAND POSTS**

- A. As soon as practical, the following items should be considered for establishing and helping to support the command post:

1. Registration / sign in area
2. Vehicle and equipment staging area
3. Operational area for mission staff
4. External power source for mobile equipment
5. Sanitation facilities (portable toilets and handwashing)
6. Food Services
7. Command Post security, access control and traffic control
8. Helicopter Landing Zone(s) for air operations
9. Rehabilitation Area for searchers
10. Lighting and generators
11. Fuel for generators and or vehicles
12. EMS unit to standby
13. Media briefing area
14. Offsite area for family of missing person(s)

## **XI. RESCUE AND EVACUATION**

- A. A rescue and evacuation plan should be established for each incident, detailing the response, once the subject has been located.
- B. Immediately after locating the subject(s), necessary emergency medical care will be provided and all information necessary to plan the evacuation will be given to the IC.
- C. If the subject's location is not on a trail or other easily accessible area, the best route into the location should be marked with flagging tape. If possible, this location should also be identified with GPS equipment. This will provide for a quicker response by medical personnel and will assist with the determination of evacuation options and tactics.
- D. The rescue and evacuation will be carried out in the quickest, most effective and safest method available and consideration will be given to the following:
  1. The physical condition of the subject
  2. Safety of the subject and rescuers
  3. Equipment and human resources available
  4. Terrain
  5. Weather
- E. If there is a major trauma injury involved, a helicopter evacuation to the nearest trauma center should be considered. However, a contingency for ground evacuation should be prepared in the event that weather or other factors prevent helicopter evacuation.

- F. For safety reasons, helicopter operations must be managed by experienced personnel using accepted techniques and proper equipment.

## **XII. INCIDENT SITE PROCEDURES**

- A. The possibility of suspicious circumstances, criminal activity or foul play must be kept in mind and an appropriate investigation conducted before the scene is disturbed. In cases where such circumstances are suspected, the law enforcement agency with jurisdiction shall become the lead agency and the incident scene shall be secured and not be disturbed.
- B. Clues found in the search area should be reported to the Command Post immediately and should not be disturbed unless instructed to do so.
- C. Bodies and/or body parts shall not be moved until the Campbell County Coroner gives permission.
- D. Whenever possible sensitive information shall not be transmitted via radio. The use of alternative communication methods or discreet codes for this purpose is encouraged.

## **XIII. SUSPENDING A MISSION OR DEMOBILIZATION**

- A. A mission that is terminated unsuccessfully will be referred to as "Suspended". Searches that still have limited on-going activities shall be listed as "Scaled-Back or Limited Search". Only searches where the subject has been located will be "Closed".
- B. If the SAR IC feels that the Probability of Detection (POD) for the designated search area is inadequate; or there are no further leads; or after consultation with the IC staff that continuing the search is not possible due to the lack of resources or safety constraints; the mission may be suspended pending the receipt of further information or a change in the suspension criteria.
- C. The SAR IC will inform the relatives of the decision and must be ready to justify their action. Relatives should be told that the search will be resumed if and when justifying criteria is received, and that a limited search effort will continue. This may include:
  - 1. Occasional fly-overs
  - 2. Occasional top searches (water-related).
  - 3. Posting of signs in the area
  - 4. Requesting media and public to report any sightings
  - 5. Using the area for subsequent training exercises

- D. All resources should be cleared through each operational section as needed, before the final clearance to depart the command post is given.
- E. The IC will insure that all departing resources are capable for traveling safely. Distance and fatigue should be considered carefully.
- F. The IC will notify the local and state emergency management offices of the decision to suspend and will provide a closing briefing.

#### **XIV. DOCUMENTATION AND REPORTING**

- A. The IC will assemble the case file and include all relevant forms, notes, maps, reports, and other paperwork. A copy of the closing report and the state KYEM SAR Mission Notification and Report Form must be submitted to the state EM SAR Coordinator within 20 days of the mission closing.
- B. The SAR Incident file will become a primary source of information in the event questions should arise about the conduct of a mission and should therefore be retained as any other documenting evidence.

#### **XV. CRITIQUE**

- A. The IC will set the time and place for a critique of the mission and will notify all of the participating agencies.
- B. The critique should be held within two weeks after the incident.
- C. A detailed review of the incident should include:
  - 1. How the incident occurred
  - 2. How it could have been prevented
  - 3. What actions were taken
  - 4. What actions worked well - what actions did not work well
  - 5. Review of this plan
- D. Keep the focus of the critique on addressing problems and not assigning fault.