

New York State Emergency Support Function Annex



Disaster Preparedness Commission

Rev. Final

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ESF #9 Search and Rescue

ESF Coordinating Agency:

Office of Fire Prevention and Control (OFPC)

DPC Member Agencies:

Department of Corrections and Community Supervision (DOCCS)
Department of Environmental Conservation (DEC)
Division of Military and Naval Affairs (DMNA)
Division of State Police (DSP)
Office of Parks, Recreation, and Historic Preservation (OPRHP)

EXECUTIVE SUMMARY

Emergency Support Functions (ESFs) provide the structure for coordinating response activities for disasters or emergencies that go beyond the capability of the local resources. The ESFs are a mechanism used to group functions most often needed to respond to incidents. At the State level, ESF #9 will coordinate the activities associated with the deployment of search and rescue resources to provide specialized lifesaving assistance throughout New York State during the response and short-term recovery phases of a disaster.

SECTION I: General Considerations and Planning Guidelines

Introduction

New York State will continue to experience a variety of disasters from several causes: humans, nature, and technology. This Annex outlines ESF #9's active approach to providing State level Search and Rescue (SAR) resources throughout New York State during the response and short-term recovery phases of a disaster. This Annex includes multi-agency capabilities that can be applied to augment local SAR activities across an expansive variety of hazards and terrain.

In accordance with New York State Executive Law, Article 6-C, the Commissioner of the Division of Homeland Security and Emergency Services (DHSES) is accorded the authority to establish Urban Search and Rescue (USAR) teams, specialty rescue teams, and incident support teams. The Commissioner has additional directives for the training and accreditation of SAR teams within New York State.

Purpose

The State Comprehensive Emergency Management Plan (State CEMP) has been structured into three distinct but interconnecting volumes. These are:

- Volume 1: All Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery

Critical Capability

ESF #9 will support the following Critical Capabilities in New York State: Planning, and Search and Rescue Operations.

- Volume 3: Long-Term Recovery Plan

The purpose of the State CEMP is to identify the State’s overarching policies, authorities, and response organizational structure which will be implemented in an emergency or disaster situation that warrants a State-level response. The State CEMP serves as the foundational framework for the State’s response levels and serves as the operational basis of which other ESF, functional, and hazard-specific annexes are built upon. The ESFs and annexes address a broad range of capabilities in response to the State’s highest rated hazards.

The role of ESF #9 is to coordinate support to incidents requiring SAR capabilities when local resources have been or are anticipated to become overwhelmed, or in response to State-led initiatives. State level ESF #9 will integrate with and coordinate with Federal resources requested to assist in the State response, or in fulfillment of an Emergency Management Assistance Compact (EMAC) request for SAR assistance and/or support.

Scope

ESF #9 is an operational level management plan which provides the basic concepts required to manage and coordinate State level SAR multi-agency response and short-term recovery assistance to local entities. As the Coordinating Agency, the New York State Office of Fire Prevention and Control (OFPC) will manage all ESF #9 activities from the State Emergency Operations Center (State EOC). This Annex will apply to all incidents and events requiring State level SAR support and coordination. ESF #9 will serve as the lead for integration with Federal response activities coinciding with the activation of the State EOC.

During events requiring a SAR response component, ESF #9 agencies will provide and coordinate specialized SAR capabilities such as Structural Collapse Search and Rescue, Waterborne Search and Rescue, Inland/Wilderness/Wildland Search and Rescue, and Air Search and Rescue related to aircraft occupants in distress.

Operations shall normally continue until all reasonable hope of rescuing survivors has passed, as determined by the incident and ESF leadership. It should be noted that regarding the deceased, the local medical examiner and coroner’s office will have jurisdiction over any bodies discovered during a SAR operation. In events which overwhelm the local capabilities, ESF #8 Public Health and Medical Services will have responsibility for mass fatality management.

Situation

New York State is home to a wide range of topographical regions, requiring a variety of specific skill sets, including coastal, extreme winter weather, water/underwater, and wilderness/alpine specializations. Furthermore, there are many high attendance events that are held throughout the State such as county and State fairs, concerts, minor and major league sporting events, and tourist attractions that may require large scale response in the event of a natural or human-caused incident. Structural collapse, bleacher seating collapse, or a myriad of other scenarios during such an event could require extensive SAR activity with an unknown number of victims.

Major metropolitan areas may pose significant challenges to USAR due to the profusion of high-rise buildings, presence of international airports, corporate centers, tourist attractions, and government facilities. In addition to the potential of a widespread debris field expected in metropolitan areas, existing local SAR teams may quickly become overwhelmed due to the number of expected victims.

Linkage to other State Plans

ESF #9 will be used to support the New York State Comprehensive Emergency Management Plan, Volume 2, Response and Short-Term Recovery, and the Fatality Management Annex.

This Annex provides general guidance for a variety of services related to the personnel and equipment required for the Statewide SAR response activities. SAR services may include but are not limited to coordination, monitoring distress calls, locating distressed personnel, executing rescue operations such as extrication and evacuation, and providing immediate medical assistance to aid persons in potential or actual distress.

As with any planning document, these situations or hazards are not to be considered all-inclusive. Requests for assistance will be dependent upon the needs of the operation and the situation-specific circumstances and may be outside the auspices of this document. Therefore, the needs of the operation, the capabilities of the agencies associated with ESF #9, and the availability of human and material resources will be considered to determine if a request is appropriate.

Planning Assumptions

1. All disaster response activities will begin and end at the local level.
2. State assistance may be requested when a local government recognizes that local resources have become or are expected to become overwhelmed.
3. ESF #9 will coordinate activities during operations at the State EOC.
4. Environmental conditions may have substantial impacts on SAR activities. New York State is subject to extreme winter weather which may necessitate specialized equipment and/or expertise to respond and navigate in snow or ice conditions.
5. SAR may involve individuals with disabilities, functional and access needs, pre-existing mental health conditions, and/or those who have limited or no English proficiency.
6. Events impacting metropolitan areas have the potential to cause a widespread debris field which will pose a substantial challenge for SAR responders.
7. Highly populated metropolitan areas may not have a sufficient number of SAR teams to adequately meet the staffing requirements of an operation in a widespread incident.
8. SAR activities may occur in environments involving chemical, biological, radiological, or nuclear exposure.
9. SAR activities may take place during incidents involving local, State, Federal, or international law enforcement investigations.
10. SAR activities may begin and end in a body recovery operation.
11. Incidents may cause significant disruption of the area's existing public health and medical systems normally utilized for the long-term care of the injured recovered by SAR activities. While not a direct impact on standard SAR activities, delays may occur in the transfer of injured victims to medical facilities.
12. SAR activities may involve a significant number of fixed wing and rotary wing aircraft, as well as Unmanned Aerial Vehicles (UAVs).
13. A Temporary Flight Restriction (TFR) may be issued by the Federal Aviation Administration (FAA) to provide for safe operation of disaster relief aircraft, protect persons on the surface or in the air from the incident, or to prevent an unsafe congestion of sightseeing and other unnecessary aircraft.
14. Usage of aircraft for SAR activities will necessitate coordination with ESF #1 Transportation, Air Operations Branch to ensure appropriate use of available air space. Control and direction of SAR activities will remain within the ESF.
15. The DEC has the authority to organize, direct, and execute search and rescue operations in the wild, remote, and forested areas of fire towns and fire districts, except where criminal conduct is suspected, or fugitive search is involved.
16. Within the DEC, Forest Rangers may directly respond to and provide State agency leadership to all wildland SAR missions.

Concept of Operations

1. An incident occurs in New York State which necessitates a State-level response.
2. As conditions warrant, the New York State Office of Emergency Management (State OEM) will determine the level of activation necessary for the State.
3. State OEM may solicit input from the Coordinating Agency to determine which Member Agencies will be activated based upon the needs of the operation.
4. The OFPC is designated as the ESF Coordinating Agency for SAR operations.
5. If Federal assistance is requested, ESF #9 will integrate with the Federal ESF #9 as outlined under the National Response Framework (NRF).
6. When the operational need for SAR activities is no longer required, ESF #9 will begin demobilization
7. Demobilization of ESF #9 may occur while the State EOC continues to actively respond to the incident.

Policies or Authorities

State:

- New York State Executive Law, Article 2-B
- New York State Military Law, Article 6
- New York State Constitution, Article XII
- New York State Executive Law §156-g
- New York State Environmental Conservation Law
- New York State Executive Order 26.1 of 2006
- NYS Fire Mobilization and Mutual Aid Plan (FMMAP)

Federal:

- National Response Framework (NRF)
- U.S. National Search and Rescue Plan (NSP)
- National Search and Rescue Manual (NSM)
- National SAR Supplement (NSS)
- Catastrophic Incident SAR (CISAR) Addendum to the NSS
- 14 CFR 91.137
- 14 CFR 99.7

Plan Updates and Maintenance

The State OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the State CEMP. As required under New York State Executive Law Article 2-B, each ESF annex shall undergo an annual review and update on or before February 15th of each year and be posted online (if applicable) no later than March 31st of each year.

During the annual review by the Planning Section for its material, this plan is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

SECTION II: Preparedness

Mitigation

Volume 1 of the State CEMP is the *State Multi-Hazard Mitigation Plan*. Pursuant to the requirements of 44 CFR 201.4, the *State Multi-Hazard Mitigation Plan* is required to focus on natural hazards that are likely to cause a substantial impact on the State. Mitigation planning efforts for technological and human-caused hazards are also recognized and are being implemented throughout the State as well. New York State participates in Federal, State, and local mitigation programs and identifies ongoing mitigation opportunities. The State takes maximum advantage of available Federal funding to implement mitigation measures at the State and local levels. Throughout the past several years, a substantial amount of funding has been invested in mitigating the impacts of various disasters in all parts of the State. Volume 1 addresses the overall State hazard mitigation planning process, risk assessment, strategy development and plan maintenance. The State Multi-Hazard Mitigation Plan was federally approved by the Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) in 2023.

Risk Assessment

A variety of mechanisms are used to understand the various risks and associated threats and hazards facing the State. As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal, the State must complete an annual Threat Hazard Identification Risk Assessment (THIRA). The process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are mapped to the core capabilities in each of the ESF Annexes created under the State CEMP. Further, New York State has developed additional programs and methodologies to better understand risk at the local level. This includes a County Emergency Preparedness Assessment (CEPA), which the State has conducted in each of the 57 counties of New York, and New York City. The CEPA provides great insight as to the State's risk profile from a local level perspective.

Training, Exercising, and Testing

The State of New York sponsors and conducts a variety of training to improve knowledge and response capability. This includes varying levels of training in the Incident Command System (ICS), the Professional Development Series (PDS) curriculum, and EOC trainings. The State also participates in a wide variety of specialized training, including training to meet Federal program and grant requirements, such as the Emergency Management Performance Grant (EMPG). Further, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline.

The State of New York has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State has instituted HSEEP into a host of exercise activities, including those that involve tests and activations of the State EOC. Further, some exercises are often linked to a specific grant requirement, while others are conducted as part of ongoing or existing programs, such as those for the Radiological Emergency Preparedness Program.

The State also utilizes an exercise component as part of the planning process to test the effectiveness of an emergency management plan. These exercises vary in scope and cross several State-level plans or annexes. As a point of reference, the planning process that resulted in the creation of all of the State's ESF annexes included an exercise component.

The OFPC provides specialized training including drills and exercises, in areas of hazardous materials and technical rescue response (rope, confined space, water, collapse and trench) all of which support the Fire Mobilization and Mutual Aid Plan (FMMAP) to assure a greater response capability.

DEC Forest Rangers provide a Wildland Search Course which is available on request to all volunteer fire departments (VFDs), search groups, and others who would assist in large scale incidents.

Capability Assessment

As part of the THIRA process, the State was required to assess its capabilities under Presidential Policy Directive 8 (PPD-8). In doing so, the State assessed its Critical Capabilities using the construct outlined in the CEPA program. The assessment provided the State with information regarding statewide capability trends and potential gaps that can then be planned for and addressed. Those capabilities have been mapped or linked to each of the ESF annexes under Volume 2 of the State CEMP.

Collectively, the agencies named in ESF #9 have the capabilities to provide a variety of SAR activities. The list below outlines the combined capabilities of the agencies:

- K-9 members (disaster search and tracking)
- Technical/urban search and rescue teams
- Debris pile operations
- Self-Contained Underwater Breathing Apparatus (SCUBA) trained members
- Offshore and inland waterway search operations
- Technical rope rescue
- Vertical ice rescue
- Cold weather field operations
- Cold water operations
- Aviation crew support
- Cave rescue
- Man tracking
- Wilderness operations
- Technical support for radio/network
- UAVs
- Flood response search and rescue teams/Swift water rescue

Stockpiles, Supplies, and Specialized Equipment

Each individual agency maintains stockpiles and supplies for their own internal use to support the needs of their agency and personnel during a response operation. The list below summarizes the specialized equipment owned and operated at an agency level in support of response capabilities. This list is not intended to provide an agency-specific inventory but is meant to provide basic information of the specialized equipment that may be utilized during ESF #9 activities and may also be utilized for missions associated with other ESFs that agencies may be assigned to.

- Interoperable communications vehicles available to respond statewide
- Mobile command and control equipment
- Radio-equipped vehicles
- Personal watercrafts
- Specialized watercrafts
- HR statewide network
- Emergency lights and generators
- 4 x 4 vehicles
- Marine patrol vessels
- Snowmobiles
- Forward-Looking Infrared (FLIR) equipment
- Radio Detection and Ranging (RADAR) equipment

- Aviation response (fixed and rotary wing)
- Unmanned Aerial Vehicles (UAVs)

Memorandums of Understanding (MOUs)/Letter of Agreement (LOAs)

There are no MOUs or LOAs which support this document.

SECTION III: Response

Alert and Notification

The State Watch Center (SWC) serves as the focal point for receiving or providing notification of incidents in the State. In response to an incident that warrants an increase in State response posture, the SWC will be used to notify agencies that the State EOC is activating.

**NYS EOC
Activation Levels**

Level 3 – Limited
Activation

Level 2 – Partial
Activation

Activation

State OEM will assess the potential needs and demands of an incident, and then determine if the situation can be remedied through maintaining steady state posture or increasing posture to enhanced monitoring. If formal activation of the State EOC is necessary to effectively manage the response to the incident, the capabilities that are needed to support that activation will be identified, and agencies are notified to staff the State EOC using the ESF construct.

Flexibility will be key in activating this ESF. Not all incidents are the same, and not all activations of this ESF will require the full list of agencies to support the demands of the incident. Therefore, the representation of agencies that will be necessary to support the ESF may vary from incident to incident. The State CEMP identifies three activation levels of the State EOC. This ESF will activate to one of those levels as conditions warrant, with the NYS OFPC serving as the ESF Coordinating Agency. These are:

Level 3 Limited Activation:

- This level may be initiated to meet multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include several State EOC command and general staff positions, a select number of State ESFs, and initial representation from federal partners.

Level 2 Partial Activation:

- This level may be initiated to meet increasing multi-agency coordination requirements deemed necessary for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, multiple State ESFs, and additional representation from federal partners.

Level 1 Full Activation:

- This level is initiated when it is necessary to meet significant multi-agency coordination requirements for information, resources, and consequence management support efforts.
- Staffing may include all State EOC command and general staff positions, most or all of the State's ESFs, and a federal/State Unified Command element.

- Agencies may be asked individually to support any remote operations or to report from their home agency.

Direction and Control

The State endorses the development of one response organizational structure that will include all responding agencies. State agencies and ESFs will be organized under the framework of the National Incident Management System (NIMS) Incident Command System as required by Executive Order 26.1 of 2006 and Homeland Security Presidential Directive (HSPD) - 5. As such, a variety of direction and control components may be utilized to manage and coordinate the State's resources in an efficient and effective manner and to provide the interoperability between the local and Federal response organizations. The organizational structure of the State's ESFs are inherently different than the Federal construct under the NRF. With the exception of ESF #5 Planning, ESF #7 Logistics, and ESF #15 External Affairs, the State ESFs will be situated organizationally in the Operations Section, and report directly to the Operations Section Chief (OSC), or Branch Chiefs if established. ESF #5 is assumed by the Planning Section in the State EOC; ESF #7 is assumed by the Logistics Section in the State EOC; ESF #15 is situated in the command element.

ESF #9 will provide incident management support and coordination under the designated ESF Coordinating Agency. The Coordinating Agency will ensure the activities of the ESF are consistent with this Annex, and that all agencies are operating in unison to achieve the common goal or mission of the ESF.

ESF #9 is assigned under Operations. The ESF Coordinating Agency will be the primary interface between the OSC and the Member Agencies of the ESF. All requests for assistance will be managed through the OSC to the ESF Coordinating Agency for availability of resources/missions. The ESF Coordinating Agency will be given latitude to facilitate the best resource or solution set in response to the request that the State has received. Confirmation of a solution will be communicated to the OSC to ensure the State maintains a centralized coordination of resources and direction of requests for assistance.

Assignments of Responsibilities

The responsibilities for each agency identified in this ESF are listed below. It should be noted that in some cases, the application of the resources below may also have application in other ESFs. Therefore, the capacities for the resources that are identified below include what the agency has in totality and should not be interpreted as additional resources if identified in other ESF annexes.

1. Coordinating Agency - Office of Fire Prevention and Control (OFPC)

The OFPC will serve as the ESF Coordinating Agency for ESF #9 and have the responsibility to provide coordination at the State level for search and rescue operations. The OFPC will also coordinate technical support for specialized responder safety issues associated with fire ground activities, hazardous materials, and structural collapse operations.

The OFPC maintains a response capability with full-time and part-time staff, including that of New York Task Force-2 (NY-TF2) to support hazardous materials, swift water rescue, and other technical rescue response disciplines. The OFPC has the appropriate technical rescue equipment to support all of these special operations personnel including but not limited to personal watercraft, all-terrain vehicles, and hand tools. Through the activation of the FMMAP, the OFPC has the responsibility to coordinate any locally owned fire service asset in response to an emergency including Storm Emergency Fire Units (SEFUs). Additionally, the OFPC supports local responders through resource tracking, technical assistance at the scene, and as requested for investigations.

The OFPC's Special Operations Branch includes the New York State Technical Search and Rescue Team 2 (NY-TF2). NY-TF2 provides specialized expertise in response to events such as structural collapse, evacuation

emergencies, technical rope rescues, and confined space rescues. This includes canine SAR teams which are responsible for searching structures in the urban search and rescue environment, as well as urban and rural missing persons searches.

The New York City Office of Emergency Management is the sponsoring agency for New York Task Force 1 (NY-TF1) and is deployable as a State asset. Comprised of active-duty personnel from the New York City Fire Department (FDNY) and the New York City Police Department (NYPD), NY-TF1 can deploy as a light task force (24 people) or heavy task force (80 people). Members are trained in technical rescue and have received specialized training in Urban Search and Rescue techniques.

2. ESF Member Agencies

Department of Corrections and Community Supervision (DOCCS)

DOCCS maintains facilities and offices throughout the State. Correction Emergency Response Teams (CERT) are strategically placed and can deploy large numbers of personnel rapidly to incident areas. CERT members have extensive training in search operations, and several teams have members specially trained in rescue operations. They have the equipment to effect high angle rope rescue and are proficient in rappelling.

The Office of Special Investigations (OSI) oversees the Department's K9 division. They are stationed across the State and are capable of tracking individuals to aid in search efforts.

Department of Environmental Conservation (DEC)

Pursuant to Environmental Conservation Law, 9-0105(18) the DEC Division of Forest Protection (Forest Ranger Division) is the primary State wildland search and rescue program with subject matter expertise and daily tactical ability. Forest Rangers have received specialized conditioning, technical training, equipment, radio communications, and administrative support for this mission. Forest Rangers have the ability to safely manage multiple incidents or mass victim wilderness search, rescue, and/or recovery through its expertise and historical support by State and local agencies. Wildland search and rescue missions are the first response priority for Forest Rangers that would only have conflict with simultaneous wildland fire incidents.

DEC Forest Rangers maintain ample equipment, subject matter expertise, and daily mission capability to adequately address wilderness search and rescue missions including severe winter operations by vehicle, off-road vehicle, motorized and paddle watercrafts, aerial insert, and by foot/ski/snowshoe. DEC Forest Rangers also have personnel, equipment, and training to respond to flooding and swift water rescue emergencies.

DEC Police (Environmental Conservation Officers or ECOs) have multiple capabilities to assist in SAR operations. The ECOs are the DEC's primary waterborne force and have the capability to respond to offshore, coastal, great lakes, and inland waterways SAR operations. FLIR and RADAR are available on larger patrol vessels for nighttime operations. The ECOs have personnel and equipment to respond to boating accidents, flooding emergencies, and swift water response scenarios. ECOs can also provide K-9 search teams for SAR efforts. Multiple DEC division ECOs have significant training and experience in ICS during emergency responses.

The DEC has UAS equipment and pilots available from the Forest Rangers, the ECOs, and civilian programs. Additional DEC public safety assets include 4 x 4 patrol vehicles, all-terrain vehicles (ATVs), utility terrain vehicles (UTVs), personal watercraft, and snowmobiles.

NYS Division of Military and Naval Affairs (DMNA)

The DMNA has the capabilities to support Search and Rescue operations but requires executive authority for activation and deployment of human and material resources. Per the National Response Framework and FEMA, military forces are not first responders, but the National Guard is the first level of military response. National Guard response is generally able to deploy from armories with a minimum of 24-hour notice. The DMNA can provide ground search and rescue, as well as limited aerial and water search and rescue activities

using Forward Looking Infrared (FLIR) and aerial rescue by rotary wing aircraft. There is a very limited capability for confined space and collapsed structure search and rescue response activities.

NYS Division of State Police (DSP)

The DSP Aviation Unit consists of four stations strategically placed to provide maximum coverage of available assets. With a headquarters located in Albany, additional stations are located at the Adirondack Regional Airport (Saranac Lake), Stewart International Airport (Newburgh), and at the Greater Rochester International Airport. All stations are staffed to provide law enforcement support, search and rescue, and Medical Evacuation (MEDEVAC) services. Both the Albany and Saranac Lake stations provide support for DEC missions as well as aerial fire suppression missions.

The DSP Special Operations Section directs the activities of the DSP Special Operations Response Team (SORT) and the DSP Dive Team. SORT is comprised of five regionally assigned teams of Operators who are trained and equipped with the skills and tools necessary to conduct searches in all types of terrain and environments. Specific skills of note are rappelling, high angle rope rescue, and hoist capability, in conjunction with aviation. The DSP Dive Team consists of members spread out over eight troops (excluding Long Island, New York City, and the New York State Thruway) in upstate New York. Capabilities include boats (including airboats) and underwater electronic search equipment. The NYS Dive Team has the ability to respond to boat accidents, flood emergencies, swift water rescues, and other water related emergencies.

NYS Office of Parks, Recreation, and Historic Preservation (OPRHP)

The New York State Park Police provide essential police services consistent with the OPRHP mission. Patrols routinely utilize a variety of transportation options such as police cars, four-wheel drive vehicles, all-terrain vehicles, bicycles, boats, personal watercraft, and by foot. State Park Police have the capability to provide high angle, swift water rescue, and rope rescue teams. Seasonal Park and Recreation Public Safety Rangers may also assist with search and rescue operations and marine patrols.

Integration of Federal ESFs

The Federal government organizes its response resources and capabilities under an ESF construct. Similar to New York State's ESF construct, Federal ESFs are multi-agency operational components that serve as the primary means for coordinating Federal resources and capabilities into New York State. The Federal ESFs bring together a wealth of capabilities of Federal departments and agencies and other national-level assets. In doing so, they are organized to provide the operating structure for building, sustaining, and delivering Federal response core capabilities in support of the State's critical capabilities. Integration and coordination are key to leveraging the resources of each Federal ESF. As such, New York State ESF # 9 will serve at the primary integration point for Federal ESF #9. The table below summarizes Federal ESF #9 and indicates the response core capabilities that the ESF most directly supports. Detailed response capabilities and activities are listed in each Federal ESF Annex.

ESF # 9-Search and Rescue
ESF Coordinating Agency: DHS/FEMA
Key Response Core Capability: Mass Search and Rescue Operations
Coordinates the rapid deployment of search and rescue resources to provide specialized lifesaving assistance. Functions include but are not limited to: <ul style="list-style-type: none">• Structural collapse (urban) search and rescue• Maritime/coastal/waterborne search and rescue• Land search and rescue

SECTION IV: Recovery

Short-Term Recovery

There is no clear delineation of when disaster response activities transition into short-term recovery activities. As with all disaster and emergency-related activities, any transition to a new phase will be dependent upon the needs of the response, and the identified needs of the individuals/communities affected. In general, disaster response addresses the immediate aftermath and life safety issues of a disaster or emergency, while short-term recovery activities begin as such requests for assistance diminish. These phases will often overlap with one another.

Demobilization

Demobilization of agencies and ESFs from the State EOC will occur based upon operational needs and will be jointly determined by OEM and ESF leadership. Demobilization is situationally dependent. ESFs may begin to demobilize during the response/short-term recovery, based upon the needs of the operation. However, it should be noted that Member Agencies may be subject to a rapid recall for re-activation of the ESF if needed based upon operational needs.

In most cases, demobilization of an ESF will include the release of the Coordinating Agency and all Member Agencies. However, there may be instances where the ESFs can be partially demobilized, allowing Member Agencies to be released as the need for their representation and capability in that ESF is no longer necessary.

In the process of demobilizing an ESF, all Member Agencies must ensure that any open or ongoing activities that require cross-coordination with other ESFs are closed out prior to demobilizing. This must be done in a manner to ensure that any dependencies or interdependencies of that ESF are properly and effectively communicated across the response organization. In addition, each agency must ensure that they coordinate their demobilization with their agency-specific counterparts that are represented on other ESFs.

Transition to Long Term Recovery

As the urgency of a response lessens, and communities focus their efforts on implementing recovery programs, the State's focus will shift to long-term recovery. In Presidential Disaster Declarations, this will likely include the activation of a federally established Joint Field Office (JFO). JFOs are established, operated, and maintained by the DHS/FEMA, and will include the temporary recovery organization structure put in place to support recovery. Federal disaster recovery efforts are organized as indicated in the National Disaster Recovery Framework. This structure warrants the State to organize in a similar fashion to integrate recovery activities properly and effectively.

Implement Recovery Support Functions (RSFs)

As JFO activation is evident, the Federal government will transition out of the ESF construct and implement the Recovery Support Functions (RSFs). RSFs bring together the core recovery capabilities of Federal departments and agencies to focus on community recovery needs. The RSFs are Community Planning and Capacity Building, Economic, Health and Social Services, Housing, Infrastructure Systems, and Natural and Cultural Resources. The RSFs facilitate coordination and delivery of Federal assistance in these areas to supplement recovery efforts. RSFs are designed to operate within a timeframe of months to years and work closely with local and State government.

As the Federal ESFs transition to RSFs, the State's ESF posture will be required to transition into the RSF construct. As such, State agencies will transition from their assigned ESF role to the appropriate RSF, if warranted. It is important to note that not all federally declared disasters will require full RSF activation; and not all RSF activations will require full participation from each agency. The transition from an agency to the RSF construct is situation-based, and dependent upon the agency's role(s) within the State response framework. For planning purposes, it is assumed that in a credible worst-case event, the situation may warrant full participation from agencies that comprise this ESF. In such cases, the following agencies that comprise this ESF will transition to RSF as listed in the chart below:

Agency	RSF Assignment					
	Community Planning and Capacity Building	Economic	Health/Social Services	Infrastructure Systems	Natural & Cultural Resources	Housing
OFPC	No RSF Assignment					
DEC	X	X	X	X	X	
DMNA				X		
DOCCS			X	X		
DSP	No RSF Assignment					
OPRHP	X			X	X	

Attachments

- Standard Operating Guidelines (SOG) for ESF #9: Search and Rescue