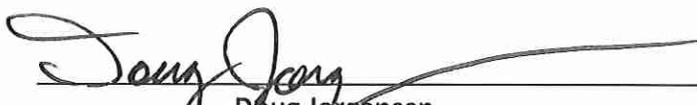




**KANSAS  
SEARCH AND RESCUE  
RESPONSE SYSTEM  
  
STRATEGIC PLAN  
2016-2020**

Promulgated by:

  
Doug Jorgensen  
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Date

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## **EXECUTIVE SUMMARY**

In April 2007, several individuals met in Topeka to discuss the importance of building a search and rescue response system. The tornado that devastated Greensburg, Kansas on May 4th, 2007 further emphasized the criticality of an organized search and rescue capability. As a result, the Kansas Search and Rescue Working Group (KSARWG) was established. The KSARWG was chartered under the Commission on Emergency Planning and Response on September 30, 2008. Membership consisted of one member from each of the seven Homeland Security Regions in Kansas and representatives from the Office of the State Fire Marshal (OSFM), Kansas Division of Emergency Management, Kansas National Guard, Crisis City, Kansas Fire & Rescue Training Institute, and the Kansas Search and Rescue Dog Association. The KSARWG provided guidance to regional teams and made progress in coordinating the state search and response, but it functioned as an “ad hoc” group without a parent agency, funding or authority.

In 2013, discussions were initiated with Fire Marshal Doug Jorgensen regarding the Office of the State Fire Marshal becoming the parent agency for the search and rescue program. In May 2015, legislation was passed in both the Kansas House of Representatives and Kansas Senate that officially designated the OSFM as the Administrative Agency for the Kansas Search and Rescue program and designated the KSARWG as an Advisory Group to the OSFM. Prior to that legislation, the regional search and rescue capability had been built with Homeland Security Grant Program (HSGP) funding, along with local budgets. To date, approximately \$9 million in HSGP funds have been invested in equipment, training and exercise for regional search and rescue teams.

As the Kansas Search and Rescue Program transitioned to the OSFM, rescue professionals from local, state and federal levels around the country were developing a national Urban Search and Rescue (US&R) standard that would establish criteria for the administration, operations, and the logistical readiness of US&R resources. The OSFM has adopted that national standard, along with the US&R resource typing guidance from the National Incident Management System (NIMS), and will build the search and rescue program in Kansas according to those documents.

A critical component of the national US&R standard is the implementation of a formal planning process where stakeholders come together to collaborate and develop a strategic plan. On July 6-7, 2016, rescue professionals from across Kansas met in Salina to begin developing a “roadmap” for the future of the program. This strategic plan, while dynamic in nature, is the culmination of their efforts and will chart the course for the Kansas Search and Rescue Response System over the next 3-5 years.

## **ACKNOWLEDGEMENT**

There are many people to thank for the development of Kansas Search and Rescue program over the last several years, but special thanks goes to William C. Brubaker, Regional Coordinator for the Kansas Division of Emergency Management. Prior to his unexpected passing in 2011, Bill's vision and determination to develop the search and rescue assets in Kansas as deployable resources started the ball rolling and led to the formation of the Kansas Search & Rescue Working Group. In addition, special thanks certainly goes to the members of that group who volunteered many long hours to build the system and bring credibility to Kansas Search and Rescue. Finally, thanks to Fire Marshal Doug Jorgensen for his vision and willingness to bring the program under the Office of the State Fire Marshal, a transition that will undoubtedly benefit the citizens of Kansas.

### **Strategic Planning Group**

Thanks to the members of our first strategic planning group for their time and expertise toward the development of the 2016-2020 Strategic Plan.

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Olathe Fire Department

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Parsons Fire Department

Chad Mayberry  
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## **SYSTEM OVERVIEW**

The Kansas Search and Rescue Response System provides response to disasters such as tornadoes, earthquakes, wide area flooding and building collapses. The program falls within the Emergency Response Division (ERD), which had previously only been responsible for the regional Hazardous Materials response teams. This overview provides a current snapshot of the Kansas Search and Rescue Response System.

### **Administrative Agency**

Since the Office of the State Fire Marshal was officially designated as the Administrative Agency for the Kansas Search and Rescue Response System, two (2) new full time positions were created and the responsibility for an existing position was changed. The position of Emergency Services Chief, which previously had oversight for the Hazardous Materials program, was expanded to include Search and Rescue, and in the last quarter of 2015 an Administrative Assistant and Search and Rescue Coordinator were hired. Existing departments within the OSFM, such as Purchasing and Information Technology, are also available to support the SAR program. The Advisory Group formed by legislation continues to meet to allow stakeholder input and improved communications. Beyond directing the response efforts of regional teams across the state, the OSFM also coordinates and provides funding for technical rescue training and has taken the lead on planning initiatives critical to the development and sustainment of the Kansas Search and Rescue Response System. The OSFM also continues to host and support an annual Technical Rescue Conference at Crisis City, outside of Salina, Kansas. The conference, first held in 2008, has attracted responders from all over Kansas, as well as the United States.

### **Regional US&R Resources**

In 2007, the KSARWG established a response system that identified a search and rescue resource (task force or team) in each Homeland Security region. *(The national US&R standard refers to a task force or team as a US&R resource)* Those regions, which had already been established in Kansas, allowed DHS grant funds to support the regional US&R resources. The population density and rescue resources in each of the seven regions, Northwest (NW), Southwest (SW), North Central (NC), South Central (SC), Northeast (NE), Southeast (SE), and the Kansas City Metro (KCM), was considered in developing a regional capability that could provide personnel & equipment for structural collapse, water rescue, or a variety of other significant search and rescue incidents. *(See Attachment 1 for Homeland Security regional map)* Operationally the personnel on each task force or team have generally come from fire service organizations in each region.

The majority of the Participating Agencies in each region have indicated a desire to continue with the same organizational structure, and given the past investment in each region from local budgets and grant funds, the OSFM determined that to be an appropriate course of action for the immediate future. To provide regional coordination and oversight, a Sponsoring Agency was designated for each region. *(See Attachment 2 for a KSAR Response System Organizational Chart)*

Each US&R resource developed an appropriate task force or team typing by reviewing the current NIMS Resource Typing Document for Mass Search and Rescue Operations, along with the requirements of the new national US&R standard. *(See Attachments 3-5 for US&R Resource Organizational Charts)*

### **Affiliated Members**

It is recognized that the fire service alone is not able to staff several critical positions required on a Type 3 US&R Task Force, which is the designated capability for our three most populated regions, Northeast (Topeka area); KC Metro; and South Central (Wichita area). Therefore, it will be necessary to reach outside the fire service to recruit positions such as Canine Search Specialist; Medical Team Manager (Physician); and Structures Specialist (Engineer). The national US&R standard requires staffing at least two deep in all positions on a US&R resource. Currently, the OSFM has identified seven (7) K9 teams deployable through the Kansas Search and Rescue Dog Association (KSARDA) and the South Central region has the only Structures Specialist (Engineer) that is trained and deployable at this time. Efforts are underway to recruit affiliated members for all three positions, as well as other positions that may be filled by professionals outside the fire service.

### **Training**

While members of the regional US&R teams have received a significant amount of advanced training in basic rescue techniques, the national US&R standard requires additional advanced training for each position. All training must be delivered by qualified and experienced instructors. Kansas instructors can be utilized for some advanced courses, such as Structural Collapse Technician (SCT). The OSFM conducted its first SCT class in April 2016 at Crisis City and has two more classes scheduled in 2016, August at Crisis City and October in Parsons, Kansas. However, much of the advanced position specific training will require the use of outside instructors who have a significant amount of experience and expertise in the national US&R system, including national and international disaster deployments. To date, the OSFM has hosted Planning Team Training (May 2016) and Task Force Leader (June 2016), both with outside instructors. The number of KSAR members requiring each course will determine the cost effectiveness of hosting a class in Kansas or sending individuals out of state to receive the training. Regardless, a significant effort will be needed over the next several years to provide the position specific training required for each regional US&R resource to meet the national US&R standard.

### **Equipment**

The Participating Agencies in each region have accumulated a significant amount of specialized search and rescue equipment and prime movers since 2008, using local budgets and available DHS grant funds. In addition, there has been a coordinated effort to ensure the equipment is compatible between regions and throughout the US&R system. However, an initial priority will be the evaluation of the deployable equipment in each region to provide additional standardization and address the future equipment needs that will ensure that each regional US&R resource has the capability required for their respective typing.

## **OUR MISSION**

To provide a coordinated response to man-made or natural disasters; bringing relief to affected communities by providing search and rescue, medical support, damage assessment and other humanitarian assistance.

## **OUR VISION**

An effective search and rescue capability that promotes excellence, teamwork and the building of partnerships.

## **CORE SUSTAINING VALUES**

No organization can be successful without Core Values that support its mission. These values define our culture and strengthen our dedication to those we serve.

### **Courage**

Kansas Search and Rescue Response System members must have the courage to “do the right thing” in all situations, thereby maintaining the public’s trust through integrity and ethical behavior.

### **Compassion**

Kansas Search and Rescue Response System members must have the compassion to care deeply about their team, those they serve and the mission at hand.

### **Competence**

Kansas Search and Rescue Response System members must strive each day to improve themselves, their team, and the system.

### **Collaboration**

Kansas Search and Rescue Response System members must be willing to share freely and build partnerships that will encourage teamwork and optimize effectiveness.

### **Commitment**

Kansas Search and Rescue Response System members must maintain a positive attitude and strive each day to honor the profession.

## **FOCUS AREA – PROGRAM MANAGEMENT**

### **GOAL #1**

The Administrative Agency shall develop and implement management processes to support the readiness and response capability of the regional US&R resources.

#### **Objective 1.1**

The Administrative Agency will work with legal counsel and the Kansas Legislature to develop/change statutes and/or Kansas Administrative Regulations needed to supplement current legislation in support of the Kansas Search and Rescue Response System.

##### **Performance Measure 1.1.1**

Work with legal counsel to address issues necessary for the deployment of Affiliated Members as part of a regional US&R resource or as individual resources, i.e. workers' compensation, liability, etc.

#### **Objective 1.2**

The Administrative Agency will develop and implement a system organizational structure to support the Kansas Search and Rescue Response System.

##### **Performance Measure 1.2.1**

Develop an organizational chart for the Kansas Search and Rescue Response System and identify roles and responsibilities for each position.

##### **Performance Measure 1.2.2**

Formalize the role of the Advisory Group to ensure coordinated input into the sustainment of the Kansas Search and Rescue Response System. Develop policies and/or guidelines for the Advisory Group including meeting schedules, format for agendas and minutes, distribution of minutes, tracking of progress, etc.

##### **Performance Measure 1.2.3**

Establish a Resource Management Committee with responsibility for standardizing personnel and equipment in the Comprehensive Resource Management & Credentialing System (CRMCS), as well as developing methods to use the system to support search and rescue operations, accountability, etc.

##### **Performance Measure 1.2.4**

Establish Section Work Groups to assist in the development of operational guidelines; equipment maintenance, replacement and sustainment guidelines; and section training plans. The Section Work Groups include Communications; Hazardous Materials; Logistics; Medical; Planning; Rescue; Search; and Water Operations.

**Objective 1.3**

Adopt the national US&R standard, position descriptions, and the NIMS resource typing as the guiding documents for the development of regional US&R resources in Kansas.

**Performance Measure 1.3.1**

Promulgate a policy document adopting the national US&R standard, position descriptions, and the NIMS resource typing definitions.

**Objective 1.4**

Ensure that each Participating Agency has the “enabling authority” in place to participate in the Kansas Search and Rescue Response System, by requiring documentation of resolution, executive order or other such documents as utilized by each Agency’s governing body.

**Performance Measure 1.4.1**

The Administrative Agency will assist the Director of each Participating Agency, or his/her designee with the development of an “enabling authority” for each agency.

**Objective 1.5**

Create a formal understanding between the Administrative Agency and each Participating Agency and Affiliated Member regarding participation in the Kansas Search and Rescue Response System.

**Performance Measure 1.5.1**

Develop a Memorandum of Understanding (MOU) between the Administrative Agency and all Participating Agencies and Affiliated Members that addresses expectations, fiscal responsibilities, etc. for participation in the Kansas Search and Rescue Response System.

**Performance Measure 1.5.2**

Specify the management, organizational, fiscal and logistical responsibilities and authorities of a Sponsoring Agency in each region through an MOU or other document, between the Administrative Agency and each Sponsoring Agency.

**Performance Measure 1.5.3**

Solicit review and final approval of MOUs and/or other documents from legal counsel.

**Performance Measure 1.5.4**

Distribute the MOU to all Participating Agencies and Affiliated Members for review and promulgation.

**Objective 1.6**

Develop procedures, policies and/or directives to establish management, deployment, and after-action processes for the Kansas Search and Rescue Response System.

**Performance Measure 1.6.1**

The Administrative Agency will develop an Administrative Manual that will serve as an overarching policy document for the Kansas Search and Rescue Response System.

**Performance Measure 1.6.2**

Assist each Sponsoring agency with the development of regional plans and/or standard operating guidelines necessary for each regional US&R resource to comply with the national US&R standard and support the Kansas Search and Rescue Response System.

**Performance Measure 1.6.3**

Solicit review and approval of the Administrative Manual through the Kansas Search and Rescue Response System Advisory Group.

**Objective 1.7**

The Administrative Agency will develop an application process for individual membership in the Kansas Search and Rescue Response System.

**Performance Measure 1.7.1**

Develop an application packet to include an application, individual letter of commitment, code of conduct agreement, fit for deployment form, and other forms needed for each individual member in the Kansas Search and Rescue Response System.

**Performance Measure 1.7.2**

Develop a procedure for performing background checks on all members of the Kansas Search and Rescue Response System.

**Performance Measure 1.7.3**

Develop a policy for the management of all records relative to individual members of a regional US&R resource, as well as Affiliated Members.

**Objective 1.8**

Develop a process, policy and/or procedures for medical evaluations, pre and post deployment screening, immunizations, etc. for each member of the Kansas Search and Rescue Response System.

**Performance Measure 1.8.1**

Task the Medical Work Group with researching standard practices regarding medical considerations for members of the Kansas Search and Rescue Response System.

**Objective 1.9**

Increase global awareness of the Kansas Search and Rescue Response System and the capabilities of the regional US&R resources.

**Performance Measure 1.9.1**

Develop an awareness campaign for presentation to elected officials, public safety organizations, emergency management agencies and other stakeholders.

**Performance Measure 1.9.2**

Maintain attendance and engagement in meetings and conferences where partnership opportunities exist, i.e. Regional HLS Council meetings, KEMA Conference, Kansas Fire Chiefs Conference, etc.

**Performance Measure 1.9.3**

Enhance the OSFM website to provide meaningful information to system members as well as create public awareness of the system.

**Performance Measure 1.9.4**

Explore the use of social media to share information about training, exercises or deployments involving regional US&R resources.

**Performance 1.9.5**

Engage with outside agencies and organizations, including but not limited to FEMA US&R, State Urban Search and Rescue Alliance (SUSAR), etc.

## **FOCUS AREA - FINANCE**

### **GOAL #2**

The Administrative Agency shall develop and implement financial processes, policies and procedures to provide administrative and/or financial support to regional US&R Resources.

#### **Objective 2.1**

Develop and implement processes, procedures or policies for financial support and/or reimbursement for the Kansas Search and Rescue Response System for deployments and approved training and/or exercise.

##### **Performance Measure 2.1.1**

Identify compensable activities and equipment, and establish an approval and reimbursement process for said activities, including specific policies for affiliated members.

#### **Objective 2.2**

The Administrative Agency shall develop a budget to support the Kansas Search and Rescue Response System.

##### **Performance Measure 2.2.1**

Strategize and coordinate with the Advisory Group and other stakeholders to maximize available grant funds to support the training and/or equipment needed by regional US&R resources.

##### **Performance Measure 2.2.2**

Engage and utilize Section Work Groups (as identified in Program Management Focus Area) for providing input on the training and/or equipment needs of regional US&R resources.

#### **Objective 2.3**

Provide fiscal transparency regarding expenditures by the Administrative Agency to support the Kansas Search and Rescue Response System.

##### **Performance Measure 2.3.1**

The Administrative Agency will provide an annual budget report to the Advisory Group, all Participating Agencies, and Affiliated Members.

## **FOCUS AREA – PLANNING AND PROCEDURES**

### **GOAL #3**

Develop and maintain a strategic planning process that incorporates key stakeholder involvement into the direction of the Kansas Search and Rescue Response System.

#### **Objective 3.1**

The Administrative Agency will promulgate a Strategic Plan for use as a guiding document to direct and prioritize activities of the Kansas Search and Rescue Response System.

#### **Performance Measure 3.1.1**

Formalize a Strategic Planning Committee to review and update the Kansas Search and Rescue Response System Strategic Plan annually.

#### **Performance Measure 3.1.2**

The Administrative Agency will develop and utilize a tracking document to track the progress of performance measures outlined in the strategic plan.

#### **Performance Measure 3.1.3**

The Administrative Agency will provide monthly updates to the Advisory Group as to the progress on meeting the objectives and performance measures contained in the strategic plan and solicit input for the modification of performance measures as needed.

#### **Performance Measure 3.1.4**

Engage in planning initiatives with the Kansas Division of Emergency Management, Kansas National Guard and other agencies, organizations and workgroups as appropriate.

#### **Performance Measure 3.1.5**

Evaluate each regional US&R resources' current capability and assist in the development of a timeline for each regional US&R resource to meet the criteria of the national US&R standard.

## **FOCUS AREA – INCIDENT MANAGEMENT**

### **GOAL #4**

The Kansas Search and Rescue Response System will formally adopt the National Incident Management System (NIMS).

#### **Objective 4.1**

The Administrative Agency shall formally adopt and promulgate NIMS for the Kansas Search and Rescue Response System.

#### **Performance Measure 4.1.1**

NIMS adoption shall be promulgated by Administrative Manual, policy and/or procedure.

#### **Performance Measure 4.1.2**

The Administrative Agency will develop policies for the implementation and compliance with NIMS by the regional US&R Resources.

#### **Performance Measure 4.1.3**

Develop policies requiring the use of NIMS, specifically the use of the Incident Command System, organizational structure, forms, etc. during all system training, exercise and/or deployments.

#### **Performance Measure 4.1.4**

Ensure that NIMS training requirements are met by members of the Kansas Search and Rescue Response System.

## **FOCUS AREA – ALERT AND MOBILIZATION**

### **GOAL #5**

Develop policies and/or procedures for the activation and deployment of regional US&R resources, including Affiliated Members deployable as single resources.

#### **Objective 5.1**

Maximize situational awareness regarding potential severe weather conditions, significant events, etc.

##### **Performance Measure 5.1.1**

Ensure current contact information is maintained with notification systems such as the Kansas Division of Emergency Management and the Kansas National Guard.

##### **Performance Measure 5.1.2**

Utilize weather apps and/or other web-based resources designed to provide early detection of significant weather events.

##### **Performance Measure 5.1.3**

Ensure that contact and activation information for regional US&R resources is maintained by the Administrative Agency and periodically checked for accuracy.

#### **Objective 5.2**

Develop and maintain a plan and/or procedure to initiate, receive, and/or relay notifications to alert key decision makers and emergency personnel.

##### **Performance Measure 5.2.1**

Implement a notification system for the Kansas Search and Rescue Response System.

##### **Performance Measure 5.2.2**

Define specific procedures for providing regional US&R resources with a system Advisory or Alert, and/or Activation.

##### **Performance Measure 5.2.3**

Investigate the application of web-based organizational charts that will enable Sponsoring Agencies to maintain a deployable roster of qualified members, and provide visibility for the Administrative Agency, Emergency Support Function #9, and other regional US&R resources.

## **FOCUS AREA – TRAINING AND EXERCISE**

### **GOAL #6**

The Administrative Agency shall develop a training and exercise program for the Kansas Search and Rescue Response System.

#### **Objective 6.1**

The Administrative Agency will develop policies, procedures and/or guidelines regarding sponsored training and/or exercises.

##### **Performance Measure 6.1.1**

The Administrative Agency will develop an Administrative Manual that will address policies, procedures and/or guidelines relative to sponsored training and/or exercises.

#### **Objective 6.2**

Ensure that current regional US&R resource members and affiliated members meet the minimum training requirements for any position he/she fills on a regional US&R resource.

##### **Performance Measure 6.2.1**

Develop a training needs assessment process that will allow each regional US&R resource to assess the overall training needs of each member and the US&R resource as a whole.

##### **Performance Measure 6.2.2**

The Administrative Agency will schedule and conduct an annual training, exercise and planning workshop (TEPW).

##### **Performance Measure 6.2.3**

Engage and utilize section work groups (as identified in Program Management Focus Area) for providing input on the training and exercise requirements for the regional US&R resources.

##### **Performance Measure 6.2.4**

Schedule a minimum of two (2) Structural Collapse Technician classes each calendar year.

##### **Performance Measure 6.2.5**

Host a minimum of two (2) position specific courses in FY2017.

**Performance Measure 6.2.6**

Develop and prioritize a list of position specific courses needed in Kansas during FY 2018 and FY2019.

**Performance Measure 6.2.6.1**

Host a minimum of three (3) position specific courses in Kansas in FY2018.

**Performance Measure 6.2.6.2**

Host a minimum of three (3) position specific courses in Kansas in FY2019.

**Performance Measure 6.2.7**

Develop and prioritize a list of position specific courses needed for individual members outside of Kansas during FY2018 and FY2019.

**Performance Measure 6.2.7.1**

Send at least three (3) individual members to a Communications Specialist course in FY2018.

**Performance Measure 6.2.7.2**

Send at least three (3) individual members to a Structures Specialist course in FY2018.

**Performance Measure 6.2.7.3**

Send at least three (3) individual members to a Heavy Equipment & Rigging Specialist course in FY2018.

**Performance Measure 6.2.7.4**

Send at least three (3) individual members to a Communications Specialist course in FY2019.

**Performance Measure 6.2.7.5**

Send at least three (3) individual members to a Structures Specialist course in FY2019.

**Performance Measure 6.2.7.6**

Send at least three (3) individual members to a Heavy Equipment & Rigging Specialist course in FY2019.

**Performance Measure 6.2.8**

Create an online Kansas Search and Rescue Response System training and exercise calendar to provide visibility of regional, state and federal training and exercise events.

**Objective 6.3**

Develop a system that will allow members to complete initial and annual general training requirements online.

**Performance Measure 6.3.1**

Research and evaluate available learning management systems.

**Performance Measure 6.3.2**

Implement a learning management system for the Kansas Search and Rescue Response System.

**Objective 6.4**

The Administrative Agency will continue to budget for and host an annual technical rescue conference at Crisis City.

**Performance Measure 6.4.1**

Pursue agreements with the Kansas Fire & Rescue Training Institute and the Kansas National Guard regarding the use of equipment for training and/or exercise.

## **FOCUS AREA – RESOURCE MANAGEMENT AND LOGISTICS**

### **GOAL #7**

Develop, type, and maintain regional US&R resources (TF/Team) that are compliant with national US&R standards; available for intrastate and/or interstate missions; deployable within 2 hours of notification; and capable of being self-sufficient for up to 72 hours.

#### **Objective 7.1**

Ensure that the equipment caches deployable by regional US&R resources are sufficient to meet the core capabilities outlined in the national US&R standard, relative to their task force or team typing.

##### **Performance Measure 7.1.1**

Assist the regional US&R resources in the development of an Equipment Management Plan for day to day support and response operations.

##### **Performance Measure 7.1.2**

Engage the Resource Management Committee to standardize all deployable equipment in the Comprehensive Resource Management & Credentialing System. (CRMCS)

##### **Performance Measure 7.1.3**

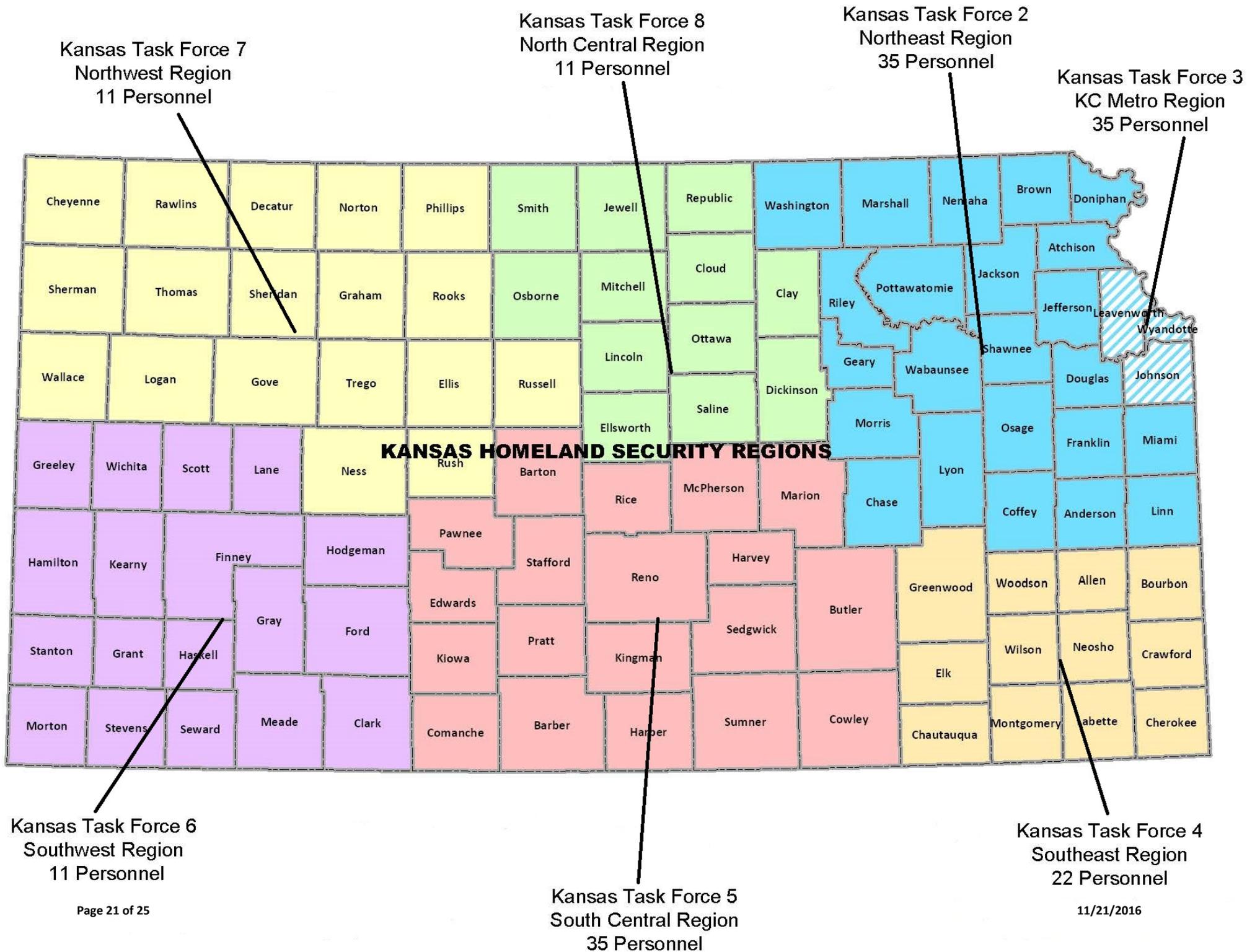
Engage the Section Work Groups to assist in the development of equipment maintenance, replacement and sustainment guidelines, and evaluating equipment needs of each regional US&R Resource. The Section Work Groups include Communications; Hazardous Materials; Logistics; Medical; Planning; Rescue; Search; and Water Operations.

##### **Performance Measure 7.1.4**

Identify shortfalls in each region and establish a timeline and budget for bringing each US&R resource into compliance with the capability requirements identified in the national US&R standard.

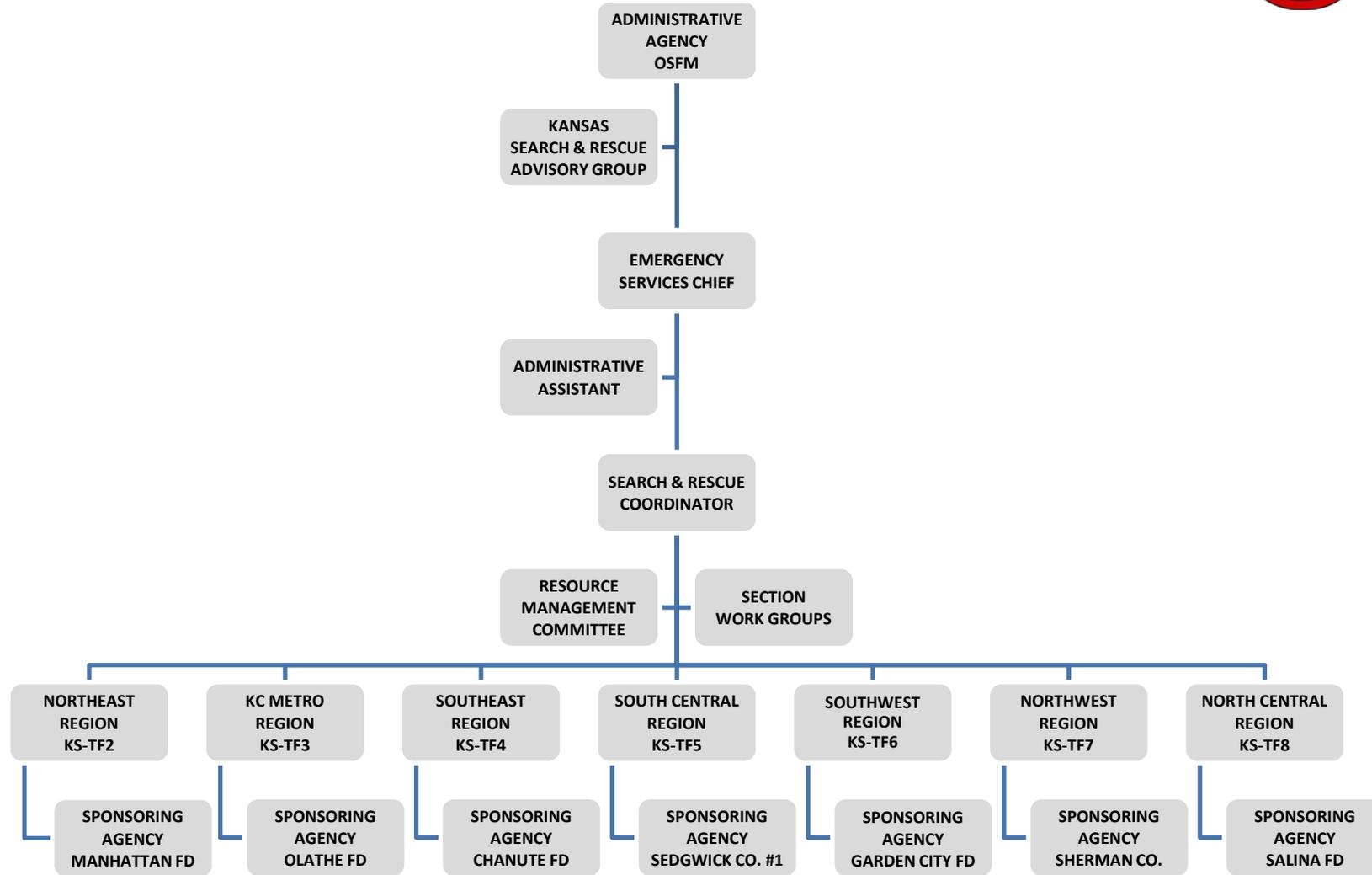
##### **Performance Measure 7.1.5**

Pursue agreements with the Kansas Fire & Rescue Training Institute and the Kansas National Guard regarding the use of equipment for deployment.



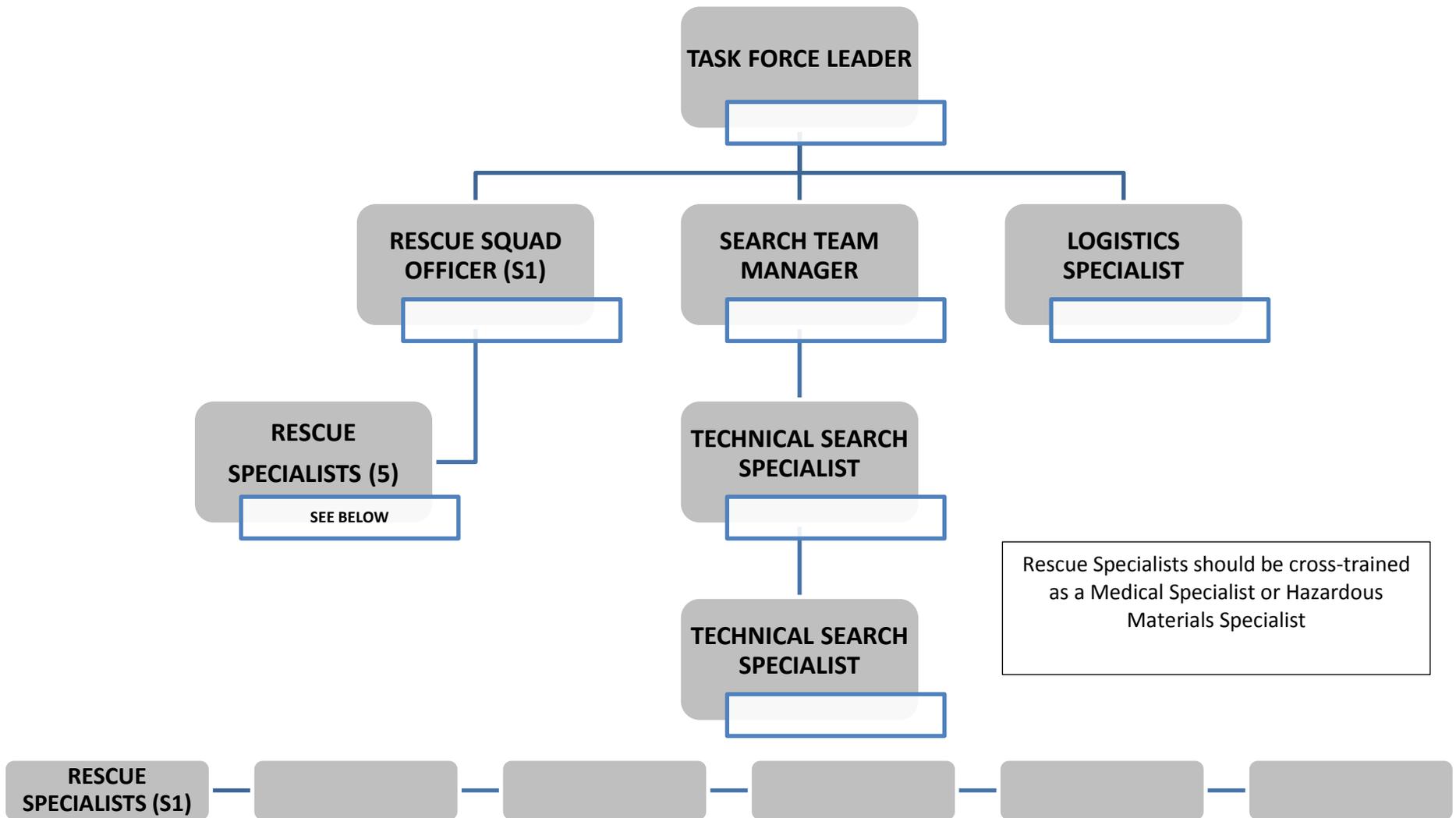


# KANSAS SEARCH & RESCUE RESPONSE SYSTEM Organizational Structure



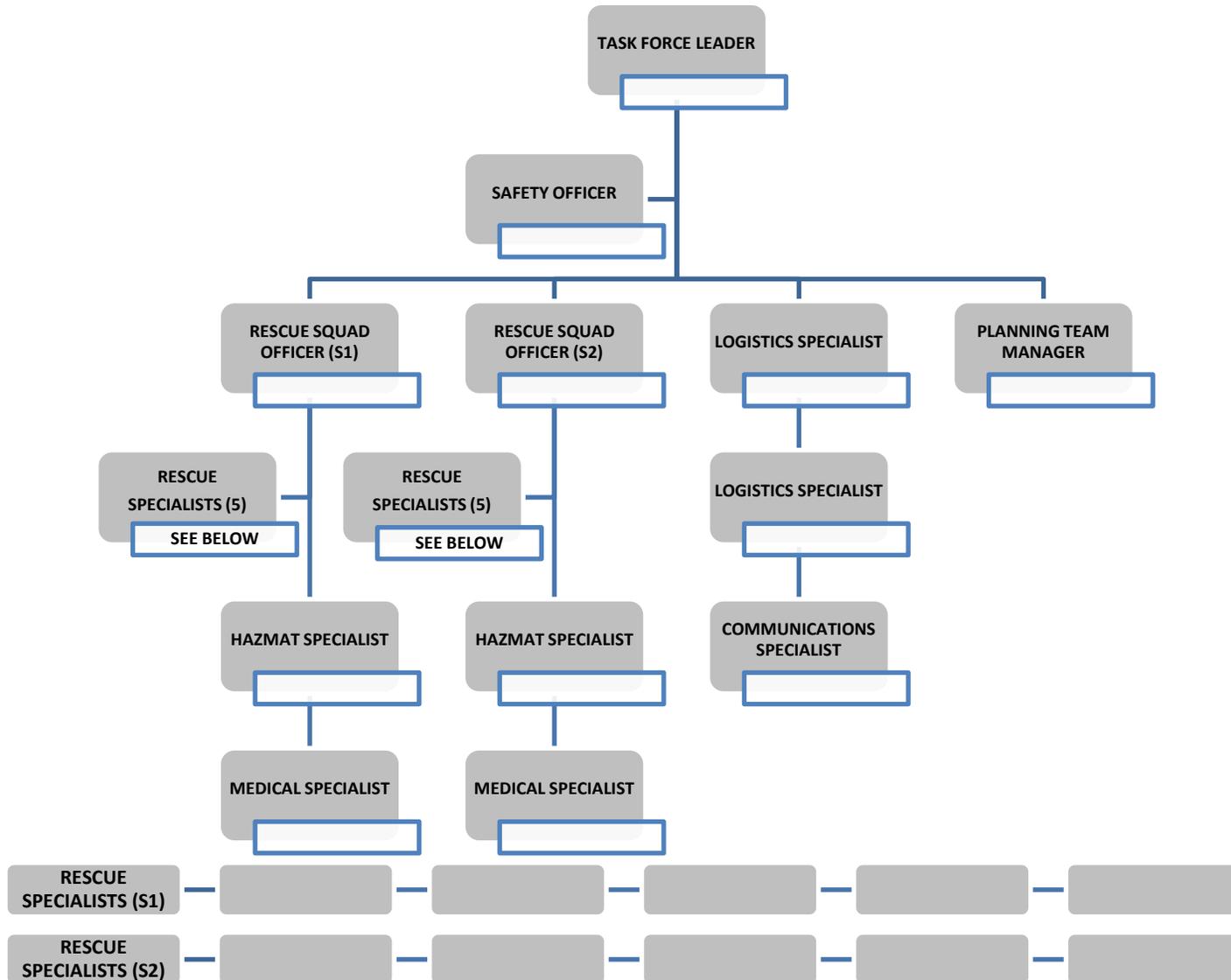


**NIMS TYPING**  
**TYPE 1 SC RESCUE TEAM**  
**TYPE 2 SC SEARCH TEAM**  
**11 PERSONNEL**





**NIMS TYPING**  
**US&R TASK FORCE – TYPE 4**  
**22 PERSONNEL**





**NIMS TYPING  
US&R TASK FORCE – TYPE 3  
35 PERSONNEL**

