Maritime Mass Rescue Operations

Job Aid

for

Landing Site Operations

This document provides guidance for the establishment, staffing and management of landing sites to support maritime mass rescue operations. Comments and recommendations for improvements are encouraged and welcomed at any time.

Maritime mass rescue operations are low probability high consequence activities. Prior response planning and coordination is required for success. The efficient operation of landing sites is a critical operation, but real life experience is limited. Several agencies may find themselves working together for the first time resulting in confusion and competing priorities.

Port communities are encouraged to coordinate with industry, state, and federal response partners to pre-identify potential landing sites, catalog site capabilities and limitations, and develop plans for the design and operation of the sites. Local exercises to evaluate the plans are recommended.

Landing Site Job Aid

Table of Contents

Section 1.0. General

1.1. Definition and Purpose. A "designated landing site" is a secure shore side location where rescue craft disembark evacuated passengers and crew and where emergency services and accountability procedures are initiated. Having designated landing sites is critical to ensure shore-side support resources consolidate, at specified locations, to meet the anticipated demands of the incident; ensuring efficiency in the overall response. In order to ensure this efficiency, landing site must be managed by a trained supervisor, who is appointed by the unified command.

1.2. Landing Site Functions. The expectation is that each landing site will manage several "functions" simultaneously. These functions normally include the following:

Table 1. Landing Site Functions

Site Safety	Site Security
Vessel Mooring & Survivor Offloading	Evacuee Accountability
Medical Triage & Transport	Sheltering from weather
Special Needs Recognition & Support	Media Support
Human Needs Support (water/food/clothing/waste)	Crowd Control
Information Management	Law Enforcement
Customs Clearances	Transportation
Rescue Vessel Lay-up	Life Jacket Management

1.3. Landing Site Locations.

1.3.1 Ideally, only a single landing site will be established. A single landing site ensures consolidations of all shore side support resources at one location, reducing overhead requirements. However, mass rescue operations often require multiple landing sites due to geographic location and range, number of evacuees, dock size or arrangement, rescue vessel mooring limitations, or any number of other reasons. Each site must be established, supported and managed to meet the functions expected.

1.3.2 Table 2 provides considerations for Landing Site selection.

Table 2. Landing Site Selection Considerations.

Close to incident location	Waterside access for rescue craft
Shore side transportation access	Crowd control and foot traffic flow
Handicapped & special needs requirements	Sheltering capability
Site control & security capability	Sanitary support capability
Rescue vessel offloading configurations	Height of dock (Floating piers preferable)
Space for medical services	Space for assembly of evacuees

1.4. Landing Site Partner Agencies. Local, state, and federal agencies, maritime industries, and non-governmental organizations all have a role in the "functional" operation of the site. Pre-planning to define interagency coordination is required. The following table lists organizations that may be active at the site.

Industry	Federal	Local	State	NGO
Vessel Owner	USCG	Fire	Public Health	Red Cross
Crew Members	CBP	Police	State Troopers	Salvation Army
Agents	FBI	EMS / Hospital		Media
Commercial Transportation	CDC	Ports and Harbors		Volunteer Coordinator
Commercial Security	NTSB	Public Works		

1.5. Agency Coordination. National Incident Management System, Incident Command System (NIMS ICS) is the tool utilized to manage all response operations, including landing site activities. Accordingly, a landing site "group supervisor" must be appointed to establish, secure, and coordinate operations for each landing site. The Unified Command (UC) should provide the supervisor with their critical incident reporting requirements, reporting chain, and other direction. Since the establishment and operation of landing sites in not a common activity, all participants *must* communicate their requirements and operational expectations prior to arrival of evacuees. Of special importance is the process for offloading injured and special needs evacuees and the coordination of the accountability process with other functions occurring at the site.

1.6. Reporting Requirements. The UC should provide a list of critical information that must be immediately reported, as well as their expectations and time lines for providing updates. For advance planning, a standard reporting form or format should be developed for relaying information to the command post and reception center.

Section 2.0. Planning Considerations for Personnel, Equipment and Operations

2.1. Personnel Planning. The following is a listing of response positions that may be required at each landing site. A person may fill more than one role. Response plans should identify the most appropriate source for the personnel resources required for landing site operations.

Planning Consideration. *Shore side emergency responders will be limited. Use non-injured crew members or passengers to assist as practical. Foreign crew must be cleared by Customs and Border Protection, and all evacuees should be screened prior to use to ensure they have not been traumatized by the events. As part of the screening, provide a clear briefing on what is expected, and instruction on how to perform the assigned task.*

2.1.1. **Landing Site Supervisor.** ***Critical appointment.*** The supervisor coordinates overall landing site management. Responsible to establish, secure, and direct operations at landing sites. Liaise with leaders from industry to ensure unified response. Supervisor should be person with responsibility for the landing site, familiar with site capabilities and limits, and understanding of UC priorities and objectives. Source: Port Director, Fire Department representative, or facility owner.

- ***Lessons Learned:***
  - ***The Landing Site Supervisor is a critical appointment to ensure operations are efficient and coordinated. Designate supervisor early to ensure proper site preparations and operational coordination.***
  - ***Ensure the landing site manager and workers are easily identified by use of vests/hats, name tags, or other means.***

2.1.2**.** **Landing Site Check-in Recorders**. Personnel to check in all emergency responders assigned to the landing site. Use of standard ICS Form 211 is recommended. Source: Industry, fire department, USCG Auxiliary or NGO volunteer.

2.1.3**.** **Rescue Vessel Leader and Dock Assistants.** Personnel to direct and assist with the mooring of rescue craft and placement of gangways. Personal Floatation Devices (PFDs) are required for all responders working on or near the edge of pier. Source: Harbor personnel, previously landed crew, or USCG.

2.1.4. **Offloading Assistants.** Personnel positioned at each end of the gangway to support the safe offload of evacuees from vessels, including wheel chair or stretcher patients. PFDs required. Source: Previously landed vessel crew or passengers, harbor personnel, or fire department.

2.1.5**. Crowd Controllers**. Personnel to direct the flow of evacuees through the system. Source: Vessel crew, law enforcement (LE) officers, NGO volunteers or agents.

2.1.6. **Special Needs Support**. Personnel to assist evacuees with special needs. Source: Previously landed crew members or passengers, or NGO personnel can support this activity.

2.1.7. **Emergency Medical Services and Medical Evaluation**. Professional medical personnel to conduct assessment and triage of evacuees. Source: Local EMS and medical personnel and medical staff from the vessels.

2.1.8**. Traffic Controllers.** Personnel to direct the movement of all vehicles that enter the landing site, including emergency service vehicles, buses, and logistic vehicles. Source: Local Police or harbor officials.

2.1.9. **Security Officers.** Personnel to establish and secure the landing site perimeter. Source: Local police, harbor officials, or contract security personnel.

2.1.10. **Safety Officer**. Personnel to ensure operations conducted safely. Source: City safety officer, USCG safety officer.

2.1.11. **Water and Food Dispersal Staff**. Personnel to distribute emergency food, water and supplies to evacuees and responders on the dock (only after clearance from on-site medical authority). Source: Red Cross or local volunteer group, previously landed crew, agents, or vessel representatives.

2.1.12. **Law Enforcement Officers**. Depending on the incident, local, state, tribal and federal law enforcement agencies may be required to contain suspects, interview witnesses, or support crowd control. Source: Local, State, FBI, Customs, USCG, National Guard, other Military and Tribal Officers.

2.1.13. **Customs and Border Protection Officers.** Agents to clear foreign nationals and support law enforcement activity. Source: Customs and Border Protection.

2.1.14. **Accountability Staff.** Personnel to manage the accountability and tracking of evacuees. Source: Company personnel or agents supported by previously landed crew and available USCG and UC staff.

2.1.15**. Situation Staff.** Personnel to collect, display and track information requested by the unified command. Serves as the central collection point for landing site information. Source: Appointed by UC.

2.1.16. **Transportation Leader**. Personnel to direct the loading of evacuees onto buses or other means for transport. Source: Fire department for medical transport and bus company representative for non-injured.

2.1.17. **Volunteer Coordinator**. If high numbers of volunteers are expected, a volunteer coordinated should be identified. This position can support check-in efforts, identify volunteer skills and coordinate assignments.

2.2. Equipment Planning.

2.2.1. Table 3 lists equipment that may be required at each landing site. Response plans should identify site needs and the best sources for the equipment. The response organization must anticipate support requirements for evacuees with special needs prior to their arrival. Ensure resources available to meet demand, i.e. wheelchairs, walkers, blankets, warm clothes, etc.

2.2.2. Equipment considerations include:

Table 3. Equipment Considerations

Equipment to secure site - temporary fences, barriers, traffic cones	
Caution tape for constructing traffic lanes	Busses & Handicapped Busses
Multi-jurisdictional radios	VHF marine band radios
Crowd management & directional signs	Portable toilets
Portable wash basins	Portable shelter(s)
Triage screens	Medical supplies
Extra wheelchairs / stretchers	ATVs or similar with trailers
Coolers with water	Emergency food
Chairs / benches	Check-in station table and chairs
Blankets	Standard accountability forms
Landing site organization chart	vests / name tags / ID tools
Garbage cans / plastic bags	"baby" wipes & adult/child diapers
Portable PA system	Spare hand held VHF radios

- ***Lesson Learned. A standard form for accountability and collection of other critical evacuee information is recommended. This will permit the information to be easily shared between all agencies and reduce the need to re-interview evacuees. Appendix A is an example of an accountability tracking sheet.***

2.3. Operations Planning.

2.3.1. Information.

2.3.1.1. Define the scope: Obtain and continually monitor the following:

a. Accurate number of evacuated passengers and crew.
b. Rescue vessel names and evacuee on board totals.
c. ETA for rescue craft arrivals.
d. Number and types of injuries on rescue craft.
e. Number and type of special needs on rescue craft.

2.3.1.2. Determine number of transportations vehicles and estimate their turn-around time. Plan to provide shelter and basic care if turn-around time will

result in large number of people "waiting" at the landing site for transportation. Coordinate with Logistics Section to source and order additional transportation options to reduce or eliminate wait time.

2.3.2. Rescue Craft Management.

2.3.2.1. Plan for the smooth "in and out" flow of rescue craft so as not to "tie up" moorage space. Rescue craft moor, offload, and leave the area, making room for the next incoming survival craft or rescue resource. Ideally, vessel traffic at the landing site should permit simultaneously in and out movement. If not, then ensure communications with rescue craft provides suitable information and directions.

2.3.2.2. Life Boats and Life Rafts. If evacuees arrive in life boats or towed life rafts, develop a plan for how these vessels will be managed. On large cruise ships, there could be 24 life boats and 60 life rafts that will take up an enormous amount of space and may need to be towed or moved to a temporary staging area to free the landing site for incoming vessels.

2.3.2.3. On Water Management. Evaluate the value of deploying small response vessels to provide on water direction or escorts for incoming rescue craft, especially life boats with limited communications equipment or language barriers. Deployed small response vessels could also provide transportation to responders if they need to board vessels prior to mooring.

2.3.3. Landing Site Safety.

2.3.3.1. The largest concern is a man overboard type mishaps during the offloading process or working at the edge of the piers or docks. Ensure all responders working in this area wear the appropriate Personal Protective Equipment (PPE). A stand-by team for water rescue is recommended.

2.3.3.2. HAZMAT Concerns. Evacuees contaminated by fuel oil or other hazard must be funneled through a decontamination ("decon") process before entry into triage or shore transportation. Verify the need, type of contaminant and estimated numbers to establish the appropriate level of "decon" prior to arrival of evacuees.

2.3.3.3. Morgue. Determine the need to establish a morgue/coroner location at the landing site. If required, ensure the site is "shielded/enclosed" and located in close proximity to triage site with proper security.

2.3.4. Crowd Control.

2.3.4.1. Security Barriers. Barriers need to be substantial and patrolled, especially in way of the press area. If not, media and curious people will ignore the perimeter and invade the area and complicate the accountability process.

2.3.4.2. Evacuee Flow. Remember, the passengers and crew have been through a stressful situation, and may be coming out of a cramped rescue boat. Some will be injured, many may have been seasick, and some can be expected to have soiled cloths. Attempting to delay vessel moorings or the offloading once at the dock will not be welcomed. The movement and flow of people at all stages needs to be steady and organized or people will become frustrated and "break out".

2.3.4.3. Bus Loading. The loading of people onto transportation needs to be well organized and proceed with minimal delay. If accountability will occur on the bus, then the recommended process is to load the bus, and move it to a staging area for accounting purposes or complete the process while enroute to the reception center.

2.3.4.4. Sufficient Responders: Make sure there are sufficient responders to meet the need and provide directions. Employ crew or capable passengers as needed.

2.3.5 Volunteer Management.

2.3.5.1. Expect volunteers or others with no pre-planned role to arrive at the landing site and receptions centers to offer assistance. Volunteers can be a significant source of manpower and skills, and can serve as interpreters, crowd control support, litter bearers or other needed roles. Volunteers can assist emergency staff with basic support allowing responders to focus on specialized work.

2.3.5.2. The challenge is how to utilize the volunteers while at the same time ensuring safety and improving response operations. In general, there is limited guidance on volunteer management. Coordinate efforts with the Planning Section of the UC. To help manage volunteers, determine what functions are best supported by volunteers and what strategies can be implemented to quickly organize and assign tasks to volunteers.

2.3.5.3. Use signage to direct volunteers to the check-in location. All volunteers must sign in and receive identification. The check in location will be the best location to identify skills and assign tasks for volunteers.

2.3.5.4. Too many volunteers will strain the response system. Rather than just turn volunteers away and create potentially ill-will, coordinate with the UC to establish a volunteer registration process that can identify shortfalls and assign volunteers to other locations.

Section 3.0. Operational Check List

3.1. Identify Landing Site(s) and Appoint Supervisor(s)

- ❑ 3.1.1. Unified Command (UC) and local port officials designate best landing site(s) at earliest stage for proper planning and set up prior to arrival of 1st rescue craft. Refer to existing contingency plans.
- ❑ 3.1.2. As required, the UC identifies alternate landing sites to meet moorage space requirements, number of evacuees, characteristics of certain rescue boats or other concerns.
- ❑ 3.1.3. SAR Mission Coordinator, On Scene Coordinator, and rescue craft informed of landing site designations.
- ❑ 3.1.4. Landing Site Supervisor appointed for each designated location.
- ❑ 3.1.5. UC provides landing site supervisor with critical incident reporting requirements, reporting chain, and other direction.
- ❑ 3.1.6. Landing Site Supervisor orders staff and equipment and initiates site preparation.

3.2. Determine Landing Site Priorities. Priorities at the landing site should be determined and communicated to all response agencies involved. Priorities are an important tool for the site supervisor to allocate limited resources and resolve conflicts between responders.

- ❑ 3.2.1. Sample landing site priorities:
  - Safety of evacuees and responder; continuum of care.
  - Assess and mitigate medical needs of evacuees.
  - Implement security and law enforcement procedures required.
  - Assess and provide for immediate non-medical needs of evacuees. Food/water/shelter/sanitary.
  - Accountability of evacuees.

3.3. Landing Site Preparations:

- ❑ 3.3.1. **Secure the Site.** *If the scenario is a security incident, all landing sites should be surveyed and cleared by law enforcement.* Ensure the landing site perimeter secured and monitored. If site not fenced, use of temporary barriers recommended. Perimeter security personnel will be required to monitor and ensure evacuees are accounted for prior to departure. Attempt to keep evacuees contained

until accounted. If evacuees insist on departure from a non-security event, provide security personnel a means to record accountability information.

- ❑ 3.3.2**.** **Prepare Rescue Vessel Moorage Area**. Ensure ease of approach and departure for rescue craft. Clear mooring area of all vessels and un-necessary gear and equipment. Ensure rescue craft have clear access to offloading points and that sufficient gangways, stairs or other means are available to aid disembarkation from multiple rescue vessels. Evaluate the area smooth flow of evacuee traffic. Provide directional signs and traffic flow patterns are required.

  - ***Lesson Learned: Identify a separate mooring area for the temporary staging of offloaded lifeboats or life rafts. Ensure response boats are available to tow rafts or lifeboats away from landing site.***

- ❑ 3.3.3. **Inspect Area For Safety Hazards**. Evaluate the site for slips, trips, and falls. Recognize that many evacuees may be elderly, handicapped, or physically exhausted. Remove or clearly identify hazards, provide safety personnel to assist evacuees and recruit other evacuees to assist special needs or handicapped personnel to avoid known hazards.

- ❑ 3.3.4. **Improve crowd control by use barricades, signs, traffic lanes.** Design the landing site for efficient crowd control and movement of evacuees. Barricades and signs (such as arrows) or other access indications should be utilized. For example, use yellow and black caution tape and cones to direct traffic flow from the dock to the medical, rest rooms, and transport areas. Station responders to give directions and direct and assist evacuees along the route.

- ❑ 3.3.5. **Establish Medical Evaluation / Triage Unit Site / Morgue Site.** Establish area to provide for emergency medical treatment. Set up temporary shelters as required. Establish temporary morgue facilities as required.

  Consider emergency vehicle access. Area should be away from the vessel landing and evacuee assembly points and offer easy access for emergency vehicles. Site should not impede traffic, and be shielded as possible.

   ***Planning Consideration: If evacuees are expected to be contaminated with HAZMAT (fuel oil for example), establish decontamination process for affected evacuees prior to entry into triage area or shore side transportation.***

- ❑ 3.3.6. **Establish Site for Support Organizations.** This location distributes water, food, face wipes and other service items. This site should be set up in an area that will not impede traffic flow and may be conducted once evacuees are aboard transport vehicles.

- ❑ 3.3.7. **Establish the Transportation Point.** The transportation point is the location where evacuees will be loaded onto buses or other vehicles for transport to a reception center or other gathering location. The transportation point should be

out of the weather if possible. Water, toilets, chairs, washing facilities should be made available close by. This location should permit easy access by buses or other transport vehicles. Provide traffic safety and traffic control procedures. Consider police to support traffic management on and off site at key bottlenecks along the route to enable a rapid turn-around of the vehicle.

- ❑ 3.3.8. **Establish Landing Site Situation Unit and Central Accountability Control Site**. Located in central location to receive, record and relay all available information on status and accountability of evacuees and landing site operations. Ensures procedures in place to record critical accountability information for evacuees who demanded to leave the landing site on their own.

- ❑ 3.3.9. **Establish Check-In location.** Prepare manned site for responder and volunteer check in. Use of ICS Form 211 recommended.

- ❑ 3.3.10. **Establish Vehicle Staging Area.** Identify an area in close proximity to the landing site where transport vehicles can be staged until dispatched. Staging area should not impact emergency vehicle movement.

- ❑ 3.3.11. **Establish Media Area.** Provide controlled area close to main activity locations for media to shoot video footage, but not interfere with operations or traffic flow. Appoint media supervisor or Public Information Officer (PIO) to answer questions. Plan for media supervised access to the landing site.

- ❑ 3.3.12. **Prepare Logistics Staging Area.** Stage extra supplies, ATVs, trailers, stretchers, forklift, chairs, tables, shelters and all other anticipated supplies nearby for quick mobilization.

    - ***Lesson Learned: Spare wheel chairs and stretchers will be required. Exhausted evacuees who normally do not need support may find themselves in need of support to walk up a ramp. Provide benches or chairs at appropriate locations. Consider ATVs to aid in transport of obese or injured evacuees.***

3.4. Manage the Landing Site.

- ❑ 3.4.1. **Conduct Pre-Arrival Operations Brief for all Responders**. The site supervisor reviews the chain of command and prioritizes work assignments, safety, communications, and coordination issues.

- ❑ 3.4.2. **Communications Planning**.

    - Develop, distribute, and utilize landing site communications plan.

    - Conduct communications system check.

    - Ensure SAR Mission Coordinator has provided rescue vessels with pre-arrival reporting requirements and instructions for direct contact with landing site supervisor or designee.

- Ensure all response agencies can "talk" to each other. Exchange radios as required. As needed, establish working channels for separate functions, i.e. medical, accountability, traffic control.

- ***Lesson Learned: Do not pass sensitive information, including patient sensitive medical information, over open radio channels.***

❑ 3.4.3. **Rescue Vessel Management.**

- Assign rescue vessel management leader.
- Develop process to identify rescue craft for priority offloading. Type of rescue craft, number of evacuees, condition of evacuees, injured, etc should all be considered.
- If space is available, develop process for landing and offloading multiple rescue craft. It is not reasonable to expect rescue craft full of tired, sick or injured evacuees to wait if dock space is available.
- Provide personnel pier side to assist vessel with docking, placement of gangways.
- Identify site to moor empty rescue craft.

❑ 3.4.4. **Evacuee Offloading.**

- Assign offloading team leader.
- Clarify evacuee offloading priorities with response partners (injured / non-injured).
- If security related incident, incorporate law enforcement requirements.
- Assign staff to board / greet each rescue craft, evaluate situation, and provide direction. Collect information from master.
- Coordinate with medical specialist for on board triage requirements.
- Identify and direct evacuees in need of DECON through the process.
- Provides means for safe offloading of evacuees. Ramps, portable stairs, safety lines, and personnel to manage hazards. (dock height, dock surface).
- Ensure capability for dis-embarking handicapped or special needs evacuees.

- Provide sufficient staff to serve as crowd control, direct evacuees and keep foot traffic moving.

- As required, identify crew members or healthy passengers to assist sick or weakened evacuees through the process.

- Coordinate with accountability staff to confirm numbers as evacuees depart the rescue craft.

☑ ***Lesson Learned: Controlling the arrival of people at the landing area by holding them on board a rescue craft is fine as long as the vessel provides basic services of food, water, and sanitary needs. Once offloaded, move evacuees to a medical or reception center as rapidly as possible.***

❑ 3.4.5. **Medical Support.**

- Identify a medical team leader.
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- Provide initial triage to injured victims.

- Local medical capabilities may be limited. To extent available, utilize medical staff from vessel or request assistance from medically qualified passengers.

- Coordinate with accountability unit to record all evacuees transported off site.

❑ 3.4.6. **Accountability Support.**

- Assign accountability team leader.

- Explain accountability procedure and determine best process to integrate with other functions at the landing site.

- Ensure accountability information is captured for evacuees insisting to depart scene on their own.

- Utilize a standard accountability form.

- Provided just in time training for personnel recruited to support the accountability function.

- Recruit crew members from ship to support accountability functions.

- ***Lesson Learned: If the majority of accountability will be conducted after evacuees are loaded onto buses, do not hold buses at the transportation loading site until accounting process is complete. Once a bus is loaded, move it to a secure "marshalling area" away from the landing site or complete accountability while underway to reception center. Holding the bus at the landing site will cause a***

"bottle neck" that prevents the steady flow of evacuees onto buses and results in evacuees being forced to stand around.

- ☐ 3.4.7. **Transportation and Traffic Safety.**
  - Appoint traffic controllers to direct traffic at the landing site.
  - Ensure buses do not interfere with emergency medical vehicle access.
  - Enlist local police to control street traffic for ease of movement on and off the site.
  - Establish portable barriers to prevent foot traffic from entering traffic lanes.
  - Supervise all vehicles while backing up.
- ☐ 3.4.8. **Media Support.**
  - Ensure UC media specialist(s) (PIO) is on site to manage media, answer questions, and ensure media safety.
  - Do not permit media to disrupt of slow the flow of traffic.
- ☐ 3.4.9. **Safety.**
  - The safety officer should develop and brief a landing site-specific safety plan.