

# CRS Report for Congress

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## Urban Search and Rescue Task Forces: Facts and Issues

Keith Bea  
Specialist, American National Government  
Government and Finance Division

### Summary

Since the early 1990s, Urban Search and Rescue Task Forces have been certified, trained, and funded by the federal government. Twenty-eight task forces are located throughout the United States. When the President issues a major disaster declaration, Department of Homeland Security (DHS) officials may call out the task force (or forces) in closest proximity to the disaster to help locate and extricate victims from collapsed buildings and structures. The task forces represent a partnership involving federal, local government, and private sector experts. Over \$100 million in federal funds have been provided in recent years to equip, train, and assist the task forces that are considered to be part of the federal emergency response network. This report provides basic information on the task forces, presents some issues that might be addressed by Congress, and will be updated as circumstances warrant.

### Overview

Urban Search and Rescue (US&R) task forces have been designated by the Department of Homeland Security (DHS) to provide specialized assistance after buildings or other structures collapse.<sup>1</sup> The task forces work to stabilize damaged structures, locate and extricate victims, identify risks of additional collapses, and meet other needs at disaster sites. Each task force is comprised of at least 70 persons whose skills as unit members include engineering, emergency medicine, canine handling, firefighting, hazardous material handling, communications, logistics, and other areas.

While the US&R task forces are local government entities, they may be considered part of the federal emergency response network as they receive funding, training, and accreditation from the federal government. Congress authorized emergency search and

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<sup>1</sup> For background on US&R task forces see [<http://www.fema.gov/usr/about.shtm>], visited Jan. 10, 2005. This report largely draws upon the work completed by Ben Canada, formerly with the Government and Finance Division of CRS.

rescue response activities in 1990 as part of an earthquake hazards reduction program, and federal involvement in the urban search and rescue field has increased since the establishment of the task forces in the 1990s. The successful deployment of task forces after the terrorist attacks of 2001, the bombing of the Murrah federal building in Oklahoma City in 1995, and other disasters appears to have established general support for the task force concept. Members of Congress may elect to consider some issues associated with the task forces, including the need for additional units, the appropriate level of funding, and possible redundancy of US&R task forces with other federal emergency response units.

## Genesis and Growth

The federal role in urban search and rescue efforts has developed slowly over the past three decades. Its roots may be traced to congressional enactment of the Earthquake Hazards Reduction Act of 1977 to stimulate research and planning related to preparation for, and response to, the devastation of earthquakes.<sup>2</sup> The statute recognized that federal and non-federal entities, both public and private, must exercise responsibilities to reduce losses and disruptions from earthquakes. The primary mandate given to the President in the 1977 statute was to designate responsible agencies to establish and maintain “a coordinated earthquake hazards reduction program,” one primarily oriented toward earthquake prediction and mitigation.<sup>3</sup> Objectives that were to be incorporated in the program included “organizing emergency services” and educating the public and state and local officials on “ways to reduce the adverse consequences of an earthquake.”<sup>4</sup>

Following establishment of the Federal Emergency Management Agency (FEMA) in 1979, Congress amended the 1977 statute to require FEMA to serve as lead agency for the program.<sup>5</sup> More recently, the 108<sup>th</sup> Congress transferred that authority to the National Institute of Standards and Technology of the Department of Commerce.<sup>6</sup> The most significant program change relevant to the history of the US&R task forces was the 1980 requirement that the director of FEMA submit an “interagency coordination plan for earthquake hazard mitigation *and response*” [emphasis added] to Congress.<sup>7</sup> This provision indicates that Congress, perhaps for the first time, authorized federal action and responsibility for disaster response efforts traditionally considered the jurisdiction of state and local governments.

As a consequence of the Loma Prieta earthquake of 1989, Congress and FEMA revisited the scope of NEHRP. FEMA established the National Urban Search and Rescue

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<sup>2</sup> 91 Stat. 1098 - 1103.

<sup>3</sup> 91 Stat. 1099. The program was eventually designated the National Earthquake Hazards Reduction Program (NEHRP).

<sup>4</sup> 91 Stat. 1100.

<sup>5</sup> 94 Stat. 2257.

<sup>6</sup> Sec. 103, P.L. 108-360, 42 U.S.C. 7704(b)(1).

<sup>7</sup> 94 Stat. 2258.

Response System that same year.<sup>8</sup> Also in the aftermath of that earthquake, Congress enacted the National Earthquake Hazards Reduction Program Reauthorization Act of 1990.<sup>9</sup> These amendments to the 1977 statute expanded the federal response authority to include the following charge:

develop, and coordinate the execution of, federal interagency plans to respond to an earthquake, with specific plans for each high-risk area which ensure the availability of adequate emergency medical resources, search and rescue personnel and equipment, and emergency broadcast capability.<sup>10</sup>

In 2004, the 108<sup>th</sup> Congress further amended the 1977 earthquake hazards act. The amendment required that the Undersecretary of Homeland Security for Emergency Preparedness and Response, who also serves as the director of FEMA, develop and coordinate the National Response Plan and support state and local plans “to ensure the availability of adequate emergency medical resources, search and rescue personnel and equipment, and emergency broadcast capability.”<sup>11</sup>

The most recent pertinent development concerns the approval and publication of the *National Response Plan*. Pursuant to congressional directive, the Department of Homeland Security has issued the *Plan* to ensure that federal and non-federal entities coordinate their response to significant catastrophes.<sup>12</sup>

## **Task Force Operations and Capabilities**

After a disaster occurs that requires the assistance of US&R task forces, DHS generally activates up to three task forces located closest to the disaster. Task forces must be able to deploy all personnel and equipment within six hours of activation, and must be able to sustain themselves for the first 72 hours of operations.

Each task force must include a wide range of emergency response capabilities, a requirement that calls upon each task force member to complete a significant amount of training, and must consist of a deployable roster of at least 70 fully trained individuals. DHS has established a goal for each position on the task force to be staffed to ensure that each position has at least two alternates in reserve. Task force members must hold the following specialist skills: technical search, rescue, emergency medicine, structural engineering, logistics, communications, canine search, and hazardous materials handling. A task force must continue training and evaluation to maintain the accreditation status received from DHS.

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<sup>8</sup> See U.S. Federal Emergency Management Agency, *National Urban Search and Rescue Response System*, at [<http://www.fema.gov/usr/index.shtml>], visited April 21, 2004.

<sup>9</sup> 104 Stat. 3231-3243.

<sup>10</sup> 104 Stat. 3234, 42 U.S.C. 7704(b)(2)(A)(iv).

<sup>11</sup> Sec. 103, P.L. 108-360, 42 U.S.C. 7704(b)(2).

<sup>12</sup> Sec. 502(6), P.L. 107-296, 6 U.S.C. 312(6), required that the Undersecretary for Emergency Preparedness and Response consolidate existing federal response plans into one uniform plan. The *National Response Plan*, released on January 6, 2005, is found at [[http://www.dhs.gov/interweb/assetlibrary/NRP\\_FullText.pdf](http://www.dhs.gov/interweb/assetlibrary/NRP_FullText.pdf)], visited Jan. 10, 2005.

Members commonly work in 12-hour shifts. Task forces are supported by Incident Support Teams (ISTs), which provide technical assistance to state and local emergency managers, coordinate the activities of multiple task forces, and provide logistical support. Task forces remain on-site until the Incident Commander determines that no victims could possibly remain alive.

## Funding

Comprehensive information on US&R funding is not readily available, although some data have been published. Federal funding for the activities of the task forces in responding to catastrophes is provided through the Disaster Relief Fund administered by FEMA.<sup>13</sup> In general, host employers of task force members (generally units of local government) serve as the primary source of funds for the task forces. The federal government provides funding for costs incurred when they are activated by FEMA. According to one Member of Congress, at least in past years, “states provide little, if any, financial support.”<sup>14</sup>

Some historical information is available on funds Congress appropriates to ensure that the supplies and capabilities of the task forces are maintained. In FY1998 and FY1999 roughly \$4 million in federal funding was provided to the teams.<sup>15</sup> FY2001, FEMA allocated approximately \$6.4 million to the US&R program for training and equipment, which was distributed to the task forces based on need. According to program officials, state and local governments expected to pay 80% of the long-term costs associated with sponsoring a US&R task force. In FY2001, FEMA also allocated \$3 million for upgrading six task forces to weapons of mass destruction capability (WMD). This new capability was meant to enable the task forces to search collapsed structures in an environment with chemical, biological, or radiological contamination.<sup>16</sup>

Following the terrorist attacks of September 2001, US&R task forces received federal funds to cover costs associated with responding to the World Trade Center and Pentagon sites. Out of its discretionary funds in the emergency supplemental appropriation (P.L. 107-38), the Administration allocated funds to the task forces. Congress also allocated roughly \$32.4 million to the US&R program in FY2002 supplemental appropriations (P.L. 107-206). For FY2003, Congress provided \$60 million for the 28 existing task forces. The conference report accompanying the appropriation bill (P.L. 108-7) stated that the funds could be used for operational costs, equipment, and, training. The report also emphasized readiness for operating in an environment

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<sup>13</sup> For example, see U.S. Federal Emergency Management Agency, *Justification of Estimates, Fiscal Year 2002* (Washington: April 2001), p. DR-13.

<sup>14</sup> U.S. Congress, House Appropriations Committee, Subcommittee on VA, HUD, and Independent Agencies, *Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations for 1999*, 105<sup>th</sup> Cong., 2<sup>nd</sup> sess. (Washington: 1998), p. 47.

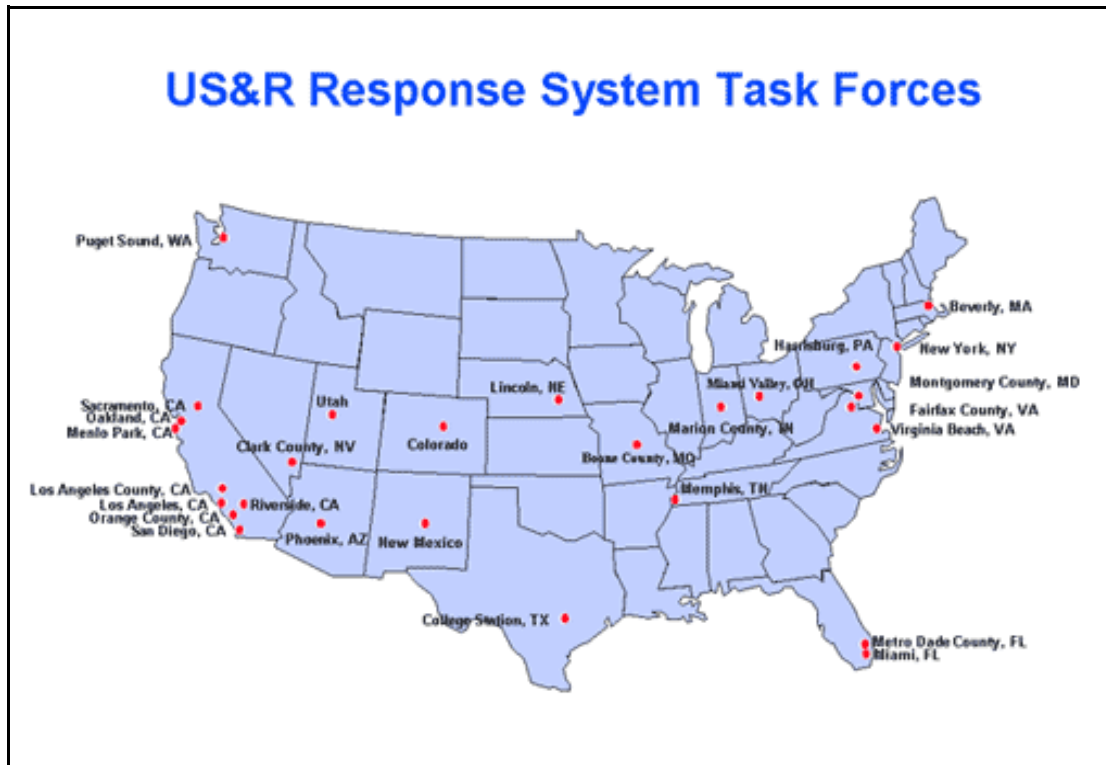
<sup>15</sup> *Ibid*, p. 48.

<sup>16</sup> U.S. Federal Emergency Management Agency, Office of Congressional Affairs, telephone interview, November 13, 2001.

contaminated by a weapon of mass destruction.<sup>17</sup> In similar fashion, Congress appropriated another \$60 million for the task forces in FY2004.<sup>18</sup> President Bush did not request funding in FY2005 for the task forces, but Congress appropriated \$30 million for the teams in the FY2005 appropriations legislation for homeland security.<sup>19</sup>

## Locations

Twenty-eight task forces have been established throughout the United States, as shown in the following map.<sup>20</sup>



## Selected Issues

Members of Congress might elect to consider the following issues as they consider the Administration's FY2005 funding request and the operations of the task forces.

<sup>17</sup> U.S. Congress, Conference Committees, 2003, *Making Further Continuing Appropriations for the Fiscal Year 2003, and for Other Purposes*, report to accompany H.J.Res. 2, H.Rept. 108-10, 108<sup>th</sup> Cong., 1<sup>st</sup> sess. (Washington: GPO, 2003), 1474.

<sup>18</sup> P.L. 108-90, 117 Stat. 1147.

<sup>19</sup> P.L. 108-334, 118 Stat. 1311.

<sup>20</sup> Map taken from: U.S. Federal Emergency Management Agency, [<http://www.fema.gov/usr/usrtask.shtm>], visited April 21, 2004.

- *Additional task forces.* Some Members of Congress, along with state and local officials, contend that more task forces should be certified throughout the nation. DHS officials, however, have expressed concern that the establishment of more task forces would dilute the available funding to train, equip, and manage the task force network. Members of Congress may consider several options with regard to this issue: (1) adopt language in the appropriations legislation for DHS that directs the department to establish additional task forces, whether in specified states or at the discretion of DHS officials; (2) consider legislation that statutorily establishes US&R task forces, such as H.R. 452 and S. 232, bills introduced before but not acted upon by the 108<sup>th</sup> Congress.
- *Authorization.* The US&R task forces have developed over time through administrative actions taken by FEMA (now DHS) in response to the general authority provided by Congress in the earthquake statute discussed above. Since the role of the task forces has evolved, Members of Congress may elect to consider legislation that specifies attributes of the task forces, identifies requirements, and establishes permanent funding accounts.
- *Funding.* Funding for US&R task forces, like other aspects of homeland security, could be increased to ensure that sufficient equipment (and reserves) are available to task forces. Congress might consider legislation (such as S. 930, considered in the 108<sup>th</sup> Congress but not acted upon) that would require the Secretary of DHS to provide grants to task forces to ensure that operational, administrative, and training costs continue to be met. Others may argue, however, that federal support and involvement in task forces should be minimized, as the federal need for US&R task forces occurs relatively infrequently, and task forces primarily serve local government purposes.
- *Redundancy.* Congress may wish to debate how US&R task forces fit into the broader scope of federal disaster response efforts. A report issued by the General Accounting Office prior to the terrorist attacks of 2001 identified 24 types of teams, administered by eight federal agencies, capable of responding to terrorist incidents involving weapons of mass destruction.<sup>21</sup> The extent to which US&R task forces duplicate the capabilities and authorities of other federal response teams might be considered.

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<sup>21</sup> U.S. General Accounting Office, *Combating Terrorism: Federal Response Teams Provide Varied Capabilities; Opportunities Remain to Improve Coordination*, GAO Report GAO-01-14 (Washington: Nov. 30, 2000).