

GLEN CANYON NATIONAL RECREATION AREA

SEARCHING

MAMMAL

SECTION 700, OF THE
GLEN CANYON
RANGER MANUAL

700.4 The Search Picture in Areas Administered by NPS

Approximately 80 million visits are made each year to the 192 areas administered by the National Park Service (1961 figures). The persons making them represent every conceivable gradation between the extremes of any descriptive classification you may care to consider: age, physical and mental condition, education and experience, reasoning power, occupational and geographical background, temperament and habit, and others. Nearly all the visits are for purposes of recreation or, at least, relaxation through vacationing. Holidays notoriously lead to uninhibited actions. A great many of the visitors are in unfamiliar surroundings and a high percentage of them are out of their every-day element of urban or suburban living. Each is a potential risk to his own personal security for these and other reasons.

The areas under the jurisdiction of the Service provide opportunity for vacationing in every type of topography, climate, and natural conditions known in the world. Mountains, prairies, plains, canyons, and swamps; arctic, midlands, and tropics; forests, deserts, and jungles; lakes, oceans, and swift rivers and streams; all are contained in this far-reaching system. Each constitutes a hazard to the visitor, particularly to one familiar or oblivious to his surroundings.

Protection personnel of the National Park Service are engaged with planning, training, and action in a wider variety of search types than other enforcement agencies in the country. Many of the larger individual areas have search problems incorporating many of the conditions discussed in the foregoing paragraphs. Glen Canyon National Recreation Area is destined to face search problems of varied and difficult approach. This manual and search plan has been prepared to assist in meeting those operations with the highest degree of efficiency and success.

The recreation offerings of Glen Canyon will draw hundreds of thousands of visitors each year. It can be anticipated with realism that a major activity of the protection personnel will be search operations. The 2200 square miles of canyon country in this area are among the least known and most rugged in the Nation. Its maze of canyons along the 1800 miles of shoreline afford boundless opportunities for explorations by venturesome visitors. The main canyons with their branching and re-branching of arms and tributaries make up a complex network of terrain that will bewilder the careless boatman who does not keep constantly aware of his position. Distances in Glen Canyon are vast; common sense, particularly when veiled in a holiday spirit is often lacking; and gas tanks of recreational watercraft are deceptively small. Searches for overdue boats will be a common operation.

The backcountry of the area is tempting to the curious and energetic. The newly established accesses from many points on the lake and the innumerable unimproved roads and jeep trails throughout the mesas will lead many people into the canyon-laced desert extending outward from the lake. Some of the visitors to it will become separated from their vehicles, boats, and others from their parties. Many of them will find their way from a temporary predicament unassisted, but a few will require a well-organized search to find them and bring them to safety.

Children will be reported as missing from campgrounds, from picnics and from developed areas. Mentally disturbed visitors will stray from families or friends; arguments among families will result in a chastised member stalking off in a tantrum, sometimes to become truly lost in the surrounding country; problems that appear to be unconquerable, or other impulsions, will lead a few to purposely disappear from their accustomed place in an attempt to deceive. Teenagers will temporarily escape the family discipline for a fling at life. Worried mothers and wives - and fathers and husbands - will report overdue returns from fishing trips. These and many others among the types of protection problems we face.

Many of our searches will terminate with the location of the missing person in a precarious position requiring the instigation of rescue activity. Some such persons will be slightly injured; others seriously so. Some searches will lead to the discovery of a tragedy resulting in death. Bodies will need removing from the scene; others will require operations to locate and recover.

While many of the missing person reports will prove unwarranted or premature or will require only a short investigation to resolve, the natural dangers of this area are real ones and must not be underestimated. It is mandatory that efficient action be instigated immediately upon receiving a missing person report - regardless of the prospect of the extent of action.

702. Receipt of a Report of a Missing Person

Initial official knowledge of a person unaccountably missing from a place in which he can reasonably be expected will, most commonly, come from his associates - family, friends, neighbors in a campground, or others who may be concerned with his unexpected absence. Occasionally, a report will be made by such as a concessioner when a room occupant is unexplainably absent from a rented unit, or a rented boat has failed to return within reasonable length of a specified time. An unattended vehicle parked for a time beyond reasonableness may lead to a missing person search. Regardless of the relationship of the reporting person to the one believed to be missing, it can be assumed that he holds a true concern for the other. Your approach to the person making this report and to its initial evaluation must fully respect this concern, both in your actions and words. You may be busily occupied at the time, or, the nature of the concern may seem inconsequential, but the reporter must be listened to by you or by some other officer to whom you may refer him. Do not underestimate the seriousness of such a report - in your mind, or, again, in action, manner, or words.

702.1 Time of Day Reports are Made

It can be predicted with little qualification that most reports of missing persons will be made during the last hour of evening daylight. The reason is obvious when you consider the inherent character of people. An example:

Mrs. Jones, who is subject to motion sickness, remains in the motel at Wahweap while Mr. Jones and their 14 year old son take the family boat for a day's fishing trip on Lake Powell. Mr. Jones leaves the launching ramp at 8 A.M. on a fine clear day. Before departing, he assures his wife that he and the boy will return by five o'clock in the evening so that they may all have dinner together at the lodge. Mrs. Jones is perfectly content and spends the day in a stroll along the lake shore and reading in her motel room. Her rest is interrupted slightly at three in the afternoon when a sudden wind arises and the lake surface becomes a little choppy. Her concern is not too great, however, since her husband has had considerable experience in boats and both he and their son are good swimmers. As the wind continues and even increases, her uneasiness is deepened only to relax a short time later when the wind abates and the lake begins to calm. She falls asleep and at five thirty suddenly awakens. The Jones family prides itself upon its punctual habits and she is a little flustered that she overnapped and that her family are awaiting her. After a quick freshening-up, she leaves the motel to find the other two but after a casual walk around the area finds they are not in the vicinity. By this time it is after six o'clock so she walks

down to the launching ramp ascertained in her mind that the two are now there loading the boat on the trailer. When she finds the ramp is empty and there are no incoming boats on the lake, she encounters the first small nag of apprehension. Mentally satisfying herself that it is still daylight and the fellows have just gone further than they had intended, she goes back to the motel lobby, buys a newspaper, sits in one of the patio chairs and tries to interest herself in the news. This doesn't go very well as her attention is constantly distracted to the launching ramp and the lake waters. Another hour passes, during which she has made two or three trips to their cabin only to find the family have not returned. She now realized that the length of time before dark is very short. She casually mentions the circumstances to several other visitors and motel employees, all whom try to assure her that men on fishing trips are always late. She cannot agree with this theory since Mr. Jones is always on time. Now she is deeply worried, recalls the winds of the afternoon, remembers the newspaper article accounting the drowning of two men in a lake she had never heard of and considers the mild heart attack her husband had three years before. The strain is too much and just as dark is closing-in, she stops a patrolling ranger near the motel to frantically report that her husband and son are long overdue.

702.2 Place of Receiving Report

If circumstances permit, take the reporting person aside from others who may be within hearing distance. In case of families or other groups, pick the one most familiar with the circumstances and separate him from the rest. If the report is made in an office, conduct the reporter to a detached location - one away from the information desk and the hearing of others. Conduct the investigation in a professional setting and in a sympathetic and attentive manner.

702.3 Initial Report and Action

The initial contact with the reporting person and the establishment of facts regarding the case are vitally important regardless of the succeeding events. At this time the most accurate information can be secured, even though it may later be modified by corrections or additions. You must be careful, however, not to let this report routine interfere with the earliest possible finding of the missing person. As soon as basic facts are established, an immediate and superficial search should be instigated to locate the missing by alerting available personnel or, perhaps, by conducting the initial search yourself. Such action would naturally be in order in case of a promptly reported absence of a small child. After such early action is indicated and put into effect, the information gathering should resume.

702.4 Missing Person Report Form - GCMRA

It is obvious that all facts and pertinent thoughts need be recorded at the time they are secured. It is normal that an excited or worried reporter should fail to include all the information necessary for a successful investigation. It is also understandable that a Ranger receiving a report might fail to gather all the available information if the routine were left to memory. A Missing Person Report form has been developed for Glen Canyon NRA (see sample following page) so that the information can be fully and systematically documented as it is received. Each ranger, or other official, is directed to use this form as a guide in obtaining the information and to preserve it for permanent record of the case.

702.5 Establishing the Facts

While the Missing Person Report form is well-detailed as a guide for questioning a reporting person, it must be realized that any additional facts that can be established should be recorded. In most cases, the interviewing Ranger will find that it becomes necessary to resort to mild methods of interrogation to draw out the points he desires to obtain. This is particularly true when there is any possibility that the missing person has previously engaged in family arguments or misunderstandings that may have encouraged his disappearance; when he is mentally ill or has had a history of nervous breakdowns; or when there are other factors of a personal nature involved. Relatives are reluctant to discuss personal character of their kin that, if known, might provide a clue to disappearance. In some cases, such information or surmising must be secured from other sources. Theories, while sometimes misleading or even of a reprisal nature, should not be overlooked and should, even, be cultivated.

The most important fact to establish is where the missing person was last seen. This, sometimes, takes intensive but necessarily rapid investigation.

In summary, the accepted techniques of questioning, interviewing, and interrogation when necessary, are called for in this matter.

703. Evaluation of the Available Information

As previously pointed out, the gathering of facts concerning the circumstances of a person reported as missing is an important investigation phase in considering the need for a search operation and, if the need is a real one, the size operation indicated. The evaluation of the facts gathered together in a report is the basis for decision as to action. You should understand that nothing in this discussion is intended to discredit or question all missing person reports, for most are fully authentic, at least to the belief and knowledge of the reporter. You do need to realize that experiences of receiving such reports establish the premise, that once in a while a report is made to deceive or to accomplish any other purpose of the reporting person and, on occasion, his accomplice - the missing. The reporter may or may not realize the consequences of his attempted action in making a false report. In any case, good investigation should ferret out this type of report and the case can then be dismissed. An all-out search is a serious matter from the standpoint of cost, disruption of work and personal schedules, safety of personnel, and morale.

The initial evaluation of a missing person report usually falls on one man - he who receives it - for it is at this time the immediate action indicated must be put into effect. This appraisal of the situation may not be an accurate one but circumstances may not permit a gamble with the possible consequences of delay. This would be particularly true in a case of a small child lost in a campground or development, or where there are hazards known to be attractive to children. The search might be carried out by that man alone or he may feel need to call in others in accordance with the search plan.

If this immediate action is not successful in locating the missing person, the succeeding phases of the search plan are put into effect. This procedure will also be normal if a considerable time lapse has occurred between the time the person was first missed and official notification or, if there is other reason to believe the case is to be other than a short, routine search locally. Upon the transition into an emergency operation, the official designated to head-up the search activities will fully evaluate the available information and make his decisions accordingly. In most cases, he will call upon several men experienced in such matters to assist in the evaluation. He may desire to re-interview those persons familiar with the circumstances and to order further investigation.

The object of this evaluation is to (1) establish that a person is, in fact, missing and (2) attempt to predict the actions of the missing person so that operations can be directed to finding him as soon as possible. From the information available, the evaluators will determine what appears to be pertinent to the case and prepare them in a brief along with field instructions for the searching parties.

Our concern with a missing person is both humanitarian and professional since our official position obligates the services of the organization to the accepted duties of protection. Our basic objective in such a matter is the protection of human life. There are incidental purposes, also, including assistance to those persons affected by such a disappearance and any involvement with law enforcement matters that may come to light.

In considering a "missing person", it is necessary to recognize several categories of cause to which he may be assigned. Among the more common are:

1. Mentally ill
2. Mentally deficient
3. Impulsive or indecisive (as pertains to personal matters)
4. Accidentally lost
5. Senile or otherwise in poor health
6. Evasive of law
7. Overdue
8. Injured or dead (may contribute to any of others)

704.1 The Mentally Ill and Mentally Deficient

Any profound discussions on mentally ill or mentally deficient persons are, of course, beyond the capabilities and limitations of this manual. There are some reflections based upon experiences with the mentally ill that may be helpful in evaluating a missing person case. The involvement of our Rangers with such an individual is sometimes required and it is recommended that you schedule some extra-curricular study to authoritative works, especially those dealing with enforcement matters, to assist in your understanding of him.

Obvious effects of mental illnesses take many perspectives as do the disorders themselves. Insanity is a social and legal rather than a medical term. It implies a mental disorder resulting in inability to manage one's affairs and to perform one's social duties. Mental deficiency is usually not included among the variety of disorders as dementia praecox, paranoia, manic-depressive, and others. It is considered here in-so-far as it is involved with a missing person.

The discernment of mental illness in a person reported as missing is a difficult task for an enforcement officer. Families are understandably reluctant to advise a stranger of mental illness among them. Even when confronted with the fact, they usually make no admission and often deny it.

Fri. s of a missing person are sometimes more agreeable to supply the factual information you need, and may offer the information unsolicited. You must be alert to detect the slightest hint during questioning so the line can be more fully developed if true. On the other hand, you cannot disregard the possibility, especially when there appears to be corroborating evidence, that a person may be ill and that his family is not aware of it. Such illnesses may have a slow and undetected buildup only to be precipitated by a sudden shock or strain; others, apparently express the condition very suddenly. It is extremely helpful in a missing person search to know that such a condition does exist and, if so, its history (as far as pertains to previous actions) and manifestations in the particular individual.

It is impossible to predict with any certainty what a mentally ill person will do when he foresakes his normal circumstances. Some are known roamers desiring solitude; others seek crowds and excitement. Some are extremely shy and timid; others outstanding extroverts. Many seem perfectly rational although, perhaps strange; some are quite bewildered; still others alternate with both states. Under some circumstances, they may attempt to injure themselves or others. Attempted suicide is always a possibility that will need to be considered.

A mentally deficient child or adult is probably more likely to be a congenial sort and to seek the companionship of a group or other individuals. They are distracted easily by some object or activity that seems appealing to them. Contrarily, many are known roamers and are perfectly content to be alone.

Any leads you may develop in the investigation phase of a search or in follow-up investigations, that indicate a mental illness or deficiency should be passed to the evaluators at once so the picture can be clarified as much as possible.

Some persons "disappear" of their own volition when prompted by sudden impulse or after lengthy and serious contemplation. The impulsive type of disappearance is apt to be of a temporary nature and the performer, after his fling or cooling-off following an argument, will return to his normal circumstances in a seemingly apologetic mood. While such cases are not truly "missing" ones as far as all-out searches are concerned, circumstances may dictate the advisability of broadcasting an "all points" in an attempt to locate the principal as soon as possible. This action would most surely be in order in the case of a child or teenager who has left his family or group after a reprimand or argument. A lookout would also be posted for any juveniles reported as missing and believed to be implicated or involved in undesirable activities. Stress of family affairs, indecision in everyday problems, reversals of fortune and just plain fatigue contribute to temporary disappearances of adults. Involvement in extramarital affairs is not an unusual cause of disappearance and, when such is disclosed during the course of an investigation, it is sometimes a completely surprising revelation.

While it may not seem proper that we be concerned about such incidents, the actions of the performer bring about a report to us that he is missing. The reporter may, or may not, have any idea of the circumstances leading to the disappearance. We are interested in the cause only in determining if a search for the missing is within our moral or legal obligations and, if so, the history of events that will assist us in finding him. In some cases, we may have an enforcement interest.

It is common that families or others concerned will fail to admit, to disclose, or to have knowledge that a member of the family has a record of promiscuity, drinking problem, or other socially undesirable traits. A case is recalled when an all-out search was planned to locate a missing 17 year old girl. The girl, an adopted war orphan, was reported, and apparently truthfully so, as being a model child - one active in church and civic affairs. There was no cause for the investigators to believe there were any emotions involved and, in fact, all indications were the child was truly a lost person case. The family denied any knowledge of cause for her disappearance. The search plan was well underway for action when a re-interview with the mother provided a slight clue that there had been a family disagreement. Development of this point brought to light that there had, indeed, been a very heated argument and reprimand of the girl for a minor misjudgment. Shortly after this became known, the girl was located with five boys with whom she had been joyriding for the five or six hours of her disappearance. It was fairly well established that this was a first time escapade for her and, undoubtedly, was the result of the foregoing unpleasantness. Escape from emotions are not rare.

704.3 The Accidentally Lost

Persons accidentally lost in this great expanse of rugged country and labyrinth of lake will create most of our search problems. There are many apparent reasons for a person to lose his way and a few that are obscure even to men experienced in the field of search. It is common knowledge that many persons lack, to any degree, the ability to retain orientation in their surroundings. They are continually lost - sometimes to an unsequential extent, other times, seriously so. The frequency of their plights and the seriousness of them would be considerably increased except that they usually occur in urban or other well-defined settings void of the dangers of open country. The outcome of their situation in an isolated area such as Glen Canyon can be of a serious nature if they are not found within reasonable time or before accident can overtake them.

There is a mental condition commonly observed among person found after being seriously lost that is partially understood, but not fully so, by experienced searchers. It is a vagueness somewhat approaching the symptoms of amnesia but, yet of different character and depth. Medical authorities probably have an explanation for it although it does not seem to fit exact psychological patterns. Search authorities believe that, in some cases, a person may lapse into this condition shortly prior to becoming lost or soon after he discovers that he is lost. It, perhaps, is related to an intense but subconscious desire to escape realism. Whatever the cause or nomenclature, the condition is a real one and most certainly contributes to the action pattern of a lost person. It is well to recognize its probable existence in evaluating and carrying on searches as well as in your approach to the person following his discovery.

You cannot rely on lost persons being consistent in their actions. Women, for example, have a history of moving very fast and then resting for awhile. On the other hand, they often come through the ordeal of being seriously lost with less physical fatigue than do men, considering age and fitness. Their senses - eyesight and hearing in particular - become quite acute.

An adult, believed to be in normal physical and mental condition, could be expected to take a rational approach to his predicament and to use good judgement in assisting and protecting himself. He would be expected to avoid hazards of terrain - cliffs, swift water - and to follow the lines of least resistance to his walking. Many can be predicted to attempt to follow water courses in the theory it will lead them "somewhere". It is very often a most dangerous

usually leading to more intense trouble. You could expect a mature adult to follow a path or roadway when they come across such in their lost wanderings. He may try visual or audible signals and he may try to respond to such from the searching party. Upon finding palatable water, he might be expected to remain at that location which would provide him the basic necessity for life for an extended period. Particularly in periods of inclement weather he might find shelter and remain there. Any one or a combination of these actions can be expected or suspected.

Do not permit seemingly obvious and sensible reasonings to cloud evaluations or search actions or to lead you to arbitrary decisions. Most surely, they need to be taken into your considerations but, remember - writing and reading this paper is not being lost. You may as well forget the old adage, the cure-all for locating the missing man, "just put yourself in his place and think of what you would do". If such line of thinking is employed in a search operation, any successful result will probably be coincidental.

The point where a perfectly rational person may become panic-stricken under such conditions as we are considering is unpredictable. The extent of panic cannot be forecast. Some of the actions resulting from this condition can be anticipated. Lost persons - adults and children - very often do everything in their ability to elude the searchers. If they become aware that searchers are near, they will make every attempt to hide - in a cave, in a road culvert, tree, brush or any other cover. A searcher may give yell after yell at the top of his voice, only to have the missing one remain mute a few feet away. There are instances, in case after case, where a lost wanderer will come across a path or roadway and either cross it directly to continue hiking at right angles or to walk directly down the middle of it for a short distance and then to turn through thick underbrush or forest at its side. Adults, even those who appear perfectly normal when found, have been known to parallel a roadway for miles even when the traffic on that road must be obvious to them. Others have sat for hours within plain sight of the lights of a house or car. A few will return unassisted to civilization and, without explanation or apparent concern, make no attempt to make his whereabouts known even after having been seriously lost.

Lost children, because of their helplessness and lack of experienced reasoning, give great concern and such cases require immediate and all-out searches. The period of 8 to 10 years is the age group that gives protection agencies most of their search problems. In general, the foregoing discussion, applies to children as well as to adults. The first few hours of straying of a child appears to give him little concern. It is after that period, he suddenly realizes he is lost and that no one has come for him. Children are more inclined to climb hills (sometimes to astounding elevations) than are adults. The natural hazards of the country are, of course, a real danger to their safety. They are, most often, limited by serious physical barriers - swift streams, cliffs and such, that might be negotiated by an adult. Most all children are great hidiers and will nearly always refuse to respond to a call. They can be expected to travel fast (see section on anticipated travel) and, when totally fatigued, to sleep - a great danger in times of cold nights.

704.4 The Senile or Other in Poor Health

The effects of mental and physical infirmities of old age upon a lost person are impossible to predict unless information can be gained from the family or friends that will give a picture of how he may be expected to react. Often you will find that such a person has previously gone through a similar experience and, if so, the history may be helpful in a search operation. In general, you will probably find him to be a slow mover and that he will rest often. His travel will be limited by physical barriers and he will not endanger himself by risking travel over dangerous obstacles. There is serious possibility of physical injury from a fall. Suicide or its attempt must not be ruled out. He may or may not seek companionship if in a developed area. Very often, activities of a group of youngsters, as at a bathing beach, will attract him and he may be content to sit off and watch for a long time. He may well be a curious person and feel time is an unimportant, limitless thing. It seems reasonable to assume that panic will not overpower him as soon as it might a younger person. His eyesight, hearing and reactions will likely be poor. Some persons in this group might reach the frame of mind that being lost is of little concern to them; others will have great concern because of the worry they suspect they are causing other people.

704.5 The Evasive of Law

This category of cause leading to a missing person most properly belongs in other sections of the Ranger Manual which apply to enforcement and, therefore, only a point or two will be discussed here. The possibility of a person wanted by authorities and reported missing in this area is remote but, nevertheless, one that could occur. An investigation of a missing person report would probably not bring such a fact to light. If it should, good law enforcement practices should be put into effect to apprehend the missing wanted and to safeguard the searching officers. There is a better chance that searchers could approach a missing and wanted person when the latter would be unaware that his identity was, in fact, known. Circumstances would dictate action in any such rare case.

704.6 The Overdue

A very high percentage of the missing person reports received will resolve themselves by tardy returns of the principals concerned. Among them will be the fisherman who would not leave "just when the fish began biting", the boater who underestimated distance and time, the hiker who just had to look over into the next canyon, a teenager who wanted to swim a little longer, and - always - the fellow who ran out of gas, the stock alibi for many escapades. Experienced investigators can often sense these situations and be may make mental reservations to a missing person report. He must be cautious not to let his instinct interfere with a proper investigation and action if indicated. A dogmatic attitude can seriously hinder a search operation. Although a gentle and guarded conjecture

as to the cause for delay of a person reported as missing, sometimes is desirable to allay fears of the person making a report, it must not be carried to the point of giving an impression of disinterest.

As previously pointed out, most reports of missing persons including those who will later prove to be no more than overdue an expected time, will be made in the late evening or early dusk. The return of some will have been expected for hours but the worry of waiting persons will finally climax at about dark when they will come for official help. The lackadaisical habits of others will not furnish an expected return time and it is impossible to ascertain their intentions. A decision as to the instigation of a search is difficult to make under such circumstances. Usually a stalling action is resorted to before full search plans are put into effect. In reality, such a search delay until day-light is warranted but actions will vary with the circumstances.

704.7 The Injured or Dead

A lost person can, of course, be seriously injured in his wanderings or, an injury can prevent a person from returning to an expected place and thereby bring about a missing person report. A lost person who is immobile because of an injury is sometimes much easier to locate than a physically fit one for the simple reason he stays put - only the searchers move. His injury may, if not too severe, help him retain his sense of reasoning and he is likely to respond to calls or other signals and to make them himself. If water is available within his ability to reach it, he may be likely to attempt to walk or drag to it and remain there awaiting help. It is not uncommon that the injured of a pair of lost hikers is quickly found while his companion, who has gone for assistance, is seriously lost in the meantime. Since injuries cannot usually be surmised during a missing person evaluation, the search efforts are planned as for an uninjured person.

This section properly includes search for bodies. The death of a person, while in a missing status, cannot be predicted of course, although it might be conjectured. Presumption of such should, in no instance, influence plans for a thorough and systematic search operation. There are times when an action which is witnessed by reliable reporters, can lead to a realistic conclusion that the person is dead and search for his body is proper without assuming other possibilities. It is not common for investigators to admit a person is dead until his body is found and identified.

Coyotes, vultures and, in this country, ravens may give sign of the location of a body. The odor of a decaying corpse is unique and sometimes leads a searcher, or other, to the remains. A body after lengthy exposure to the elements, mummifies and then finally becomes reduced to a skeleton. Little or no odor is discernible when this state exists.

It is normal for a corpse to float face-down in water since its appendages - arms, legs, head - joint in that direction so the center of gravity is lowered. During the period of full bloating due to the formation of body gases from decomposition, the corpse may float on its back. Some bodies float immediately upon death from drowning; others will sink at once and then arise when the body gases are sufficient to buoy it. Some bodies never come to the surface of the water. Water depth, temperature, and currents as well as structure of the body influence its action.

705. Search Operations

705.1 General Requirements

Emergency operations including search, fire, rescue and others are grave responsibilities of the area organization since they usually involve the safeguarding of human life. This responsibility for the protection of lives is placed before all other of our activities by our National Park Service policy as well as by our personal humanitarian code. The area protection organization is quite properly charged with the responsibility of search operations, the activity here under discussion. If that responsibility, with all its ramifications, is to be fully met, the organization must be thoroughly prepared to make an orderly progression from the initial proceedings following the report of a missing person to an operation of whatever magnitude necessary to locate that person. Full efficiency of the search organization can only be adequate and sensible planning, detailed training of its personnel, and fine organization and teamwork. The real test of that organization lies of course in its ability to translate that overall planning and training into command and field action during the course of an emergency.

Most of the material in this manual has been put into print for the following purposes:

1. To take the initial step in formal planning for search operations in Glen Canyon NRA.
2. To bring together and clarify thinking for the formulation of an area Search Operation Plan.
3. To serve as a training aid in search matters.
4. To provide guidelines and directives to assist in building an outstanding search team.

705.2 Preplanning for Search Operations

Preplanning is a term used in this manual to set this phase of the operations apart from that specific planning that must be done during the course of any particular emergency. The general topics of protection studies, training, equipment and organization are parts of preplanning as is the ultimate action tool - the area Search Plan.

705.21 Protection Requirement Study

An essential step in developing a plan for an emergency operation such as search is providing a sound basis for anticipating what demands the organization may encounter. This is achieved by an analysis of area and visitor factors in what has been termed a Protection Requirement Study. The Division of Ranger Activities in Grand Teton National Park has advanced much

thinking on the subject of sea , particularly as it applies to mountain search and rescue and credit is freely given to that organization for this discussion on requirement studies. The handbook published by that organization points out that the following considerations need be given a protection requirement study:

1. An analysis of the characteristics of the visitor as to age, experience and origin.
2. A review of past search operations and the procedures used.
3. An analysis of conditions of terrain, cover and weather which contribute to the conduct of search operations.
4. The recreational use made of areas by visitors and the relationship of this use to the occurrence of search situations.
5. The volume of visitor use and its relation to factors that may lead to greater or lesser frequency of search operations.
6. The importance of early recognition of factors that may lead to the occurrence of search situations such as developments which may make hazardous areas more accessible, holiday celebrations with peak crowds, large groups of children, etc.
7. An analysis of the adequacy of signing and directional and informational material and devices.

As discussed in earlier sections of this manual, Glen Canyon National Recreational Area is a vast rugged area with an early history of very light visitation. Although its first few years of existence under the jurisdiction of the National Park Service has provided few demands for searches, the organization of the area is faced with an outburst of such that will most certainly come with large-scale visitation. A protection requirement study, because of this lack of local record, needs to be based on an analysis of history of emergencies in areas of similar character, on the basis of experience of area personnel, and on projection of unrestricted thinking. An analysis derived from these sources should provide a sound starting point in developing search plans for Glen Canyon. As cases requiring emergency action are exposed and patterns evolve, pre-planning will need to consider revisions or additions. As has been done since NPS personnel arrived on the scene, careful case histories must be kept to furnish the desirable information.

705.22 Personnel Training - Individual and Team

It should be a natural function in preplanning for search operations to consider the training required to bring area personnel to a very high degree of individual competence in search techniques and procedures and then to mold these abilities into an orderly team. Such training will take into account the various skills of employees and leadership abilities should be recognized. As needs are established, active training should proceed. When individual skills have been developed to a point of efficiency, team exercises employing organizational and field operations should be programmed. As in all other kinds of training, a real effort must be made to secure and retain the sincere interest of the participants.

Individual training should include the following:

- Search problems confronting the area
- Types of searches and their approaches
- Search conditions
- A study of lost persons
- Case histories
- Tracking exercises
- Area orientation
- Individual equipment needs in searches
- Team equipment needs in searches
- Operation of equipment
- Search team organization and functions
- Field instructions
- First Aid and Safety
- Map work including gridding
- Communications

Team exercises should include:

- Dispatching
- Logistics and Supply
- Communications
- Command operations
- Field Operations
- Organizational procedures
- Team equipment

705.23 Organization and Teamwork

The formation of a search organization takes several aspects as are indicated by the establishment of required operational procedures and the actual organizational structure of manpower.

In approaching team structure, one of the first logical steps is to inventory all manpower that would normally be immediately available to the organization as well as that which could be secured within reasonable time following notice. This phase of preplanning is particularly important to Glen Canyon.

where an extended search would surely require the service of manpower outside the local Service organization. When this information has been accumulated, assignments to the organizational units can be made, utilizing any special skills and experience available.

Procedures for operations should be drawn up on well established grounds even though need for considerable flexibility of the plans must be anticipated. Mobilization, service and supply must be carefully planned.

In considering the overall search organization and operation, thought and planning should be given to building a solid foundation of team effort and to retaining it in actual functions.

705.24 Communications

Reliable and effective systems of communications must be worked out well prior to a call for action in a search. The planning should consider the use of radio, aircraft, signals, and any other means of communication appearing feasible. Subsidiary signal systems should be devised to be used in case of primary failure. The situation of separated or isolated searchers needs consideration in this matter. The devisement of a recall signal to assure prompt return of all searchers is particularly essential. Communications planning must determine an effective method of providing each searcher with necessary instructions.

705.25 Search Equipment

An inventory of specialized and any other type of equipment for which search use can be anticipated should be made. While many items would be in area possession, others such as horses, helicopters and light planes would need to be secured from other sources. The location, capacity, operational limitations as well as performance possibilities should be catalogued.

705.26 Coordination of Plans with Other Organizations

In formulating any plans for search or other emergency operations, the assistance that can be provided by other agencies and the actual authority they may have in the matter must be given careful thought. Jurisdiction in Glen Canyon National Recreation Area is not of exclusive nature and therefore Arizona and Utah along with their subdivisions within the area possess rights at least equal to those of the Service. We fully assume that the officials and organizations of those governments have a sincere interest in coordinating their resources with any of our search efforts. It must be realized in the planning phase that locations of our possible search terrains are remote and that delays in coordinated efforts may be expected. In the event of full scale operations in Glen Canyon...

organization will have its search effort in operation before other cooperating agencies are blended into the activity. This evolution must be smoothly carried out if it is to be of value and the overall command must be stable. Search action must not be delayed or thwarted by inter-organization or professional jealousies of any kind on any level. This note of warning is included here because such frictions are not unknown in search histories. They can be virtually eliminated by understanding and agreements during the overall preplanning stage.

Large scale searches often receive a great deal of national publicity which can be of considerable value to an agency or an individual if favorable and very harmful if it should infer negligent or ill-conceived action, deserved or not. It is a responsibility of all agencies engaged in coordinated action to attempt to share such praise (and criticism) and to guard against criticism of each other or the total effort. It would be well, perhaps, to discuss these matters with other agencies during the preplanning stage.

705.27 Formulation of the Search Plan

When protection requirement studies, inventories of manpower and equipment and the other matters of preplanning have been completed, the Search Plan can be developed. It is perfectly conceivable that such a plan can take any one of a number of forms and can include any extent of particulars. The plan is a local document which sets forth specific organizational lines and procedures for action in a search emergency. It should also include manpower and equipment inventories, mobilization and communication plans, existing interagency agreements and any other information available that will assist in carrying out an efficient search effort. As with any other emergency action plan, unpredictable circumstances may create a situation best met by deviation from this plan but this exercise of flexibility should in general be made available only to the higher echelon of the organization. A Search Plan for Glen Canyon National Recreation Area is included in the appendix of this manual. Continuing experience in the area, changing trends in visitation and area usage, and unstable factors will necessitate recurring surveillance of the plan and timely revision when it becomes necessary to keep it current and workable.

705.3 Initiation of Action

As pointed out in a foregoing section (Initial Report and Action 702.33), it is important to secure early and accurate information on the circumstances of a missing person, but a long and thorough investigation must not stand in the way of an immediate search effort if such action has any chance of success. As an example, a child lost from his parents for a few minutes before

you, as a patrolling ranger, receives the report will, in all likelihood, demand immediate search attention. If that child, on the other hand, has been missing for two or three hours or more in a secluded canyon despite a search by his parents, an entirely different approach to action is indicated. Timing in such emergencies is an important key to search results and the final results may well lie in your hands if you are the first official to learn of the incident. Do not underestimate the situation! Pass your information and action advice to your superior officer or headquarters early. Once your report is made, forthcoming orders for action will be instigated by higher authority.

705.4 Organization for Search Operations

The preparation of this manual and the subsequent Search Plan for Glen Canyon National Recreation Area pictures a close operational parallel between the organizations required for search and forest fire control. A solitary ranger may detect, attack, control and mop-up a forest fire. If however his initial attack fails, or if the job appears too large for him to accomplish single-handedly, assistance is provided. If the combined efforts of this group fail or if circumstances indicate the necessity to prepare for a project fire, the organization is further expanded. Within a short time, the original one-man crew is blown into a large organization- perhaps of several hundred men. The techniques of fire-organization buildup to meet the demands of the emergency are generally well understood by Service personnel. Long experience and considerable thinking has well-defined the evolutions required in the course of a going fire. Such detailed planning for search operations has not been as well advanced even though the two operations have much in common. The Search Plan for Glen Canyon National Recreation Area recognizes our needs for such detailed plans for organization and its expansion as the need becomes evident. While one man may well conduct the initial search (equivalent to an initial attack on a fire), his failure and other circumstances will require the building of successively larger organized groups to accomplish the mission.

their proper positions in the search effort. He keeps the Search Commander informed of activities in his charge.

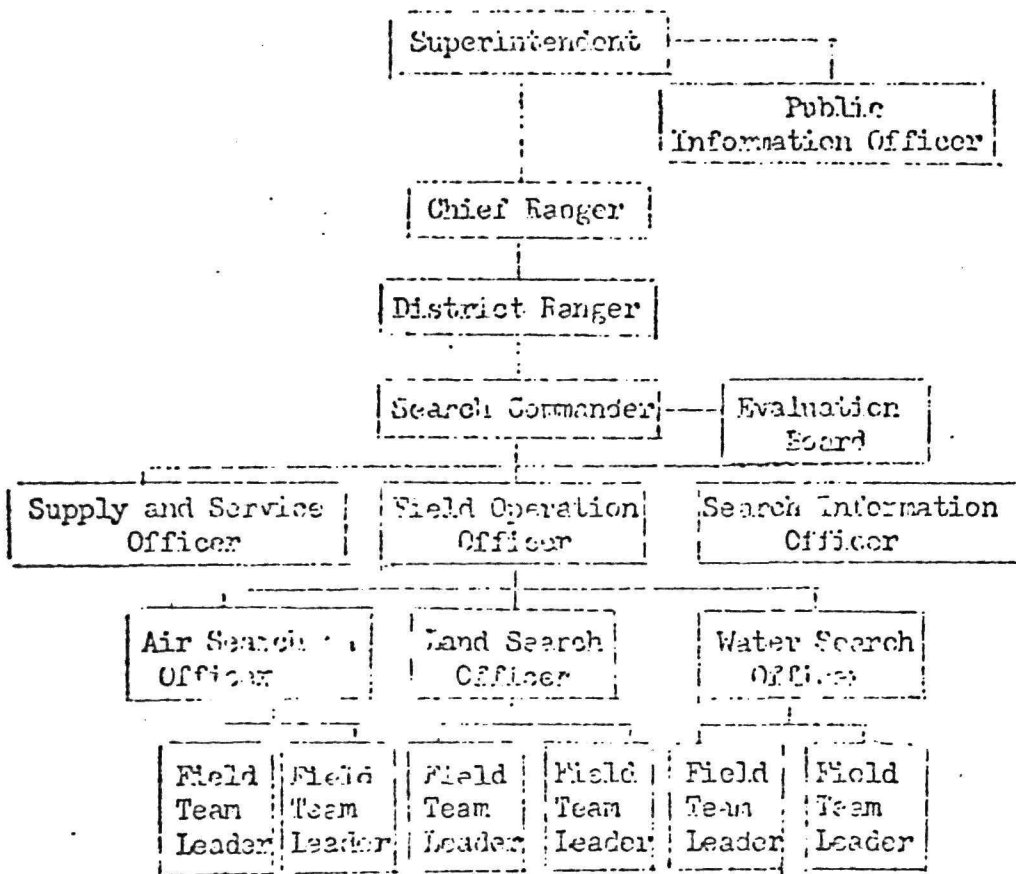
705.73 Field Team Leaders

Field Team Leaders are responsible to their respective Search Officer (Land, Air, or Water Search Officer). There is one field team leader assigned to each search team, regardless of its size. He may conceivably be the sole member of a team, or he may be in charge of from one to six members. He keeps his team organized and assures that they are prosecuting the search plans in an orderly manner. He is the safety officer of his team. He assists the Supply and Service Officer in timekeeping matters.

705.7 Expansion of the Search Organization

The area search organization, in effect, is activated the moment the situation of a missing person becomes known to one of our employees. This man is, for a time, the search organization. Depending upon his responsibilities, he continues in this assignment until he is sure proper authorities have been provided with his knowledge or has been assigned a position in the search effort. In some circumstances, he may receive the report, conduct an initial search, and locate the missing person within a short time. The case is closed without further build-up past the extent of the one-man search team. During the period of his operation he virtually fills all the positions indicated in the search organization. Most normally, however, the report will be quickly referred to responsible authority in the Division of Ranger Services, which will take immediate action to place the Search Plan in effect. The initial action demanded by the situation may only consist of assigning one man or several men to the search job. Regardless of the size of the organization developed at this phase of the search, all the jobs of the organization are in existence. The Search Commander, usually located at headquarters, becomes the Field Operations Officer, the Search Information Officer, and the Supply and Service Officer. He will probably act as his own Evaluation Board and serve in the capacity of the three Search Officers (Air, Land, and Water). He is in tactical charge of the search operation during this phase of the activity. In the field, one or several small teams, each under a Team Leader, are conducting the actual search. The search may be successfully completed during this phase, or circumstances may indicate the necessity of expanding the search organization further. The growing seriousness of the case and the complexities of the expanding organization bring greater responsibilities.

When it is apparent that these responsibilities will interfere with the primary responsibilities of a position, the organization should be altered to include the new position indicated. The expansion must be based on a flexible system. Individuals manning positions may change because of the increased responsibilities and regard to experience in search matters. The transfer of any responsibility and command must be clearly known by all involved.

GCNRA Search Organization ChartThe Search Organization Chart

Activities of the search organization are assumed by two main groups depending upon their functions: Management and Field Operations.

Management

The overall management of the search effort is a prime responsibility of the Superintendent and by his specific delegation, of the Chief Park Ranger. The District Park Ranger in whose district the search is being conducted is a line officer in the search organization by reason of delegation of responsibilities from the Chief Park Ranger. Until relieved from those responsibilities by higher authority, he has full control of the search effort within his district in accordance with the search plan. The search organization has been conceived, however, on the premise that as the organization expands because of demands of the case, the District Ranger's responsibilities in the matter may be somewhat relieved because of other urgencies within his district. In no way is this to be considered a reflection upon his ability or a relaxation of our policy that the saving of a life takes precedence over all other matters. It merely recognizes that other high priority contingencies may exist.

The Search Commander, in tactical charge of the operation, is assisted by three line functions under the direction of a Field Operations Officer, Supply and Service Officer, and the Search Information Officer. The Public Information Officer serves in a staff capacity to the Superintendent and the Evaluation Board in a similar capacity to the Search Commander.

The management group exercises overall command of the operation, analyzes the problem, arrives at general plans to meet it, and evaluates the operation as it proceeds. It remains alert to modify or change the plans as it appears desirable to do so.

Field Operations

The field group under the direction of the Field Operations Officer translates the plans of management into the actual activity in the field. It has some latitude in making minor modifications to fit field conditions but, since any such changes effect overall coordination of the search, they must be made known to the Field Search Officer and receive his approval.

705.6 Job Descriptions for the Search Organization

705.61 Superintendent

The Superintendent, as administrative head of the area, is responsible to the Director of the National Park Service, through the Regional Director of the Southwest Region, for all work and activities, including search for missing persons in Glen Canyon National Recreation Area. He has delegated full authority to the Chief Park Ranger for all search operations and holds him responsible for them.

705.62 Public Information Officer

The Public Information Officer is appointed for the emergency by the Superintendent and is directly responsible to that official for the preparation of press releases, handling of routine inquiries concerning the operations and all other matters which may involve the press, radio and TV coverage. He assures that all possible assistance is provided the families or others closely related to the case.

705.63 Chief Park Ranger

The Chief Park Ranger is responsible to the Superintendent for all search activities. He ascertains that necessary preplanning is done and that the search is conducted efficiently in accordance with the Search Plan. He may take charge of the operation as the Search Commander or he may serve as

place his experience in an advisory capacity (Evaluation Board) and to devote his authority to effecting the overall coordination of the effort.

705.64 District Park Ranger

The District Park Ranger is responsible to the Chief Park Ranger for all protection activities within his assigned district. In cases of missing persons within his district, he shall take immediate action in accordance with the Search Plan; keep headquarters advised of the proceedings; and be guided by any forthcoming instruction from his superiors.

705.65 Search Commander

The Search Commander is designated by a responsible official, usually the Chief Park Ranger or District Ranger, for a specific search emergency. He is responsible to the line officer in the search organization. In most cases, he will report directly to the District Ranger of the district in which the search is being conducted or to the Chief Park Ranger in a large scale activity when the District Ranger may have been relieved from search responsibilities to pursue other responsibilities of his job.

There is only one Search Commander for each search mission. During small scale searches or the initial phases of an expanding one, he may participate in any number of organization positions. As the need for the expansion of the search organization becomes evident, he must delegate authorities and responsibilities. He may be reassigned to another position in the organization when it becomes desirable to replace him with a more experienced leader. In such a case, the replacement will usually reflect no discredit upon his performance but rather that the increasing responsibilities are most properly those of a higher ranking (and presumably more experienced) officer.

The Search Commander directs and coordinates the three organizational divisions under his command: Field Operations, Search Information, and Supply and Service.

The three phases of his operations involve analysis of the problem, planning, and execution. He may be assisted by a Board of Evaluation (the members of which he appoints with the concurrence of the Chief Ranger) in the problem analysis. His planning is based on his experience, training, that of others with whom he may consult, and on good search practice. The execution of his plans is

carried out by the three divisions under him.

The general responsibilities and specific tasks of the Search Commander include:

1. Assumption of full responsibility for organizing and directing all activities pertaining to the search mission.
2. Analysis of the search problem.
3. Planning of the search activities.
4. Anticipation of the needs of the activity.
5. Assignment of personnel available to him.
6. Maintaining a prompt and accurate flow of information to and from his organization, keeping his superiors informed of developments.
7. Adherence to the Search Plan in its broad guidelines and assumption of responsibility for deviations from it.
8. Coordinates the activities of the divisions under his charge.

705.66 Evaluation Board

The Evaluation Board consists of any number of members- usually two or three- designated by the Search Commander with the concurrence of the Chief Ranger. The members are chosen with careful consideration of their experience and skills. The Board acts in an advisory capacity to the Search Commander and lends its combined experience and intelligence to predicting movements of the missing person as well as advising in search strategy. It is kept supplied with all available information pertaining to the case, search efforts, and plans.

Consideration should be given to requesting qualified officials of other agencies participating in the search to serve on this Board.

705.67 Search Information Officer

The Search Information Officer is under the supervision of and responsible to the Search Commander. In early phases of a search activity he may be the communications dispatcher. In the expanded search operation he is in charge of the Search Information Center. The Search Information Officer is responsible for the communication system involved in the emergency, makes all communications arrangements

th field operations, supplies the Search Commander with all incoming information, prepares maps for the staff and field personnel, maintains an accurate log of the sequence of events and, following the completion of the search, prepares an historical account of the operation.

705.68 Supply and Service Officer

The Supply and Service Officer is responsible to the Search Commander for procuring and distributing required services and supplies to all search areas. He arranges for transportation of personnel, establishes and operates field camps when required, and provides timekeeping services.

705.69 Field Operations Officer

The Field Operations Officer is directly responsible to the Search Commander for all search operations in the field. He places the search plans emanating from the Search Commander in operation and ascertains that they are being carried out in an orderly manner. He briefs and instructs the Land, Air, and Water Search Officers with regard to all aspects of the search and coordinates their activities. He keeps the Search Commander advised of the activities of groups under his charge.

705.70 Air Search Officer

The Air Search Officer is responsible to the Field Operations Officer for all search operations from the air, including flight arrangements, flight assignments, briefing of flight teams, coordination of flights with ground activities, and related matters.

705.71 Water Search Officer

The Water Search Officer is responsible to the Field Operations Officer for all search activities upon the waters of the area. He coordinates boat requirements with the Boat Operations Branch of the regular area organization, assigns search tasks to boats, briefs the teams and in general, coordinates their activities with the rest of the search effort.

705.72 Land Search Officer

The Land Search Officer is responsible to the Field Operations Officer for all field search teams and their activities on land surfaces in the area. He briefs and instructs the teams and ascertains that the Team Leaders fully understand their assignments. He instructs the teams with regards to safety, signals, and other pertinent matters. He ascertains that the teams are properly coordinated and are dispatched promptly according to plans; that they maintain

706. Execution of the Functions of a Search by the Organization

706.1 General

Foregoing sections of this manual have outlined our general search objective and have set forth guidelines for planning and organizing to meet its demands. This section will present methods and suggestions for performing those functions required in a well coordinated search. It will be seen that each succeeding paragraph follows the action as it progresses in the build-up of the search organization.

706.2 Phase One - The Report

706.21 Report Receiver

Section 702 of this manual fully outlines the taking of a report of a missing person and you should review it at this time to understand clearly the progression of search action. It is stressed here, again, that prompt, accurate recording and reporting of your information is an absolute necessity to intelligent conduct of the following action.

Unless, of course, it is impossible or impractical, the report you have received is relayed to your headquarters where it is received and acted upon by a responsible person. Your actions from this time will be guided by advice from that point. You may be advised to commence an immediate search alone; you may be instructed to enlist or join an organized field team; or, your orders may be of any other character. The important thing is to carry them out as directed unless circumstances and your best judgement interfere.

706.22 Headquarter's Initial Action

The dispatcher, Ranger, or other employee receiving the report from the field or first hand from the reporter has several immediate responsibilities. First, he must record the information exactly as it is given to him. If there appear to be discrepancies in it, and he should keep alert to detect any, it is the time to correct them. Once he has lost contact, whether by phone, radio, or personal, with the reporter an extended period may elapse before he can confirm or amend the variances. This period can be a critical planning stage and must not be misled by preventable error.

His second responsibility is to notify the proper protection official, usually the District Ranger, of the circumstances and to provide him with a legible report. This action must be positive and immediate. Search is not a routine matter and good intentions are not excusable if it is not kept so.

Examination of the Glen Canyon National Recreation Area Search Plan will show that this is the termination of Phase One, The Report; Action now commences.

706.3 Phase Two - Initial Search Operation

The report of a missing person has been received and is in the hands of a responsible employee. It may or may not have reached headquarters. The following guidelines assume that either or both situations may exist: (1) the report is received in the field and relay to headquarters is immediately impossible (2) the report is in the hand of headquarters personnel.

706.31 Field Action - Report Not in Headquarters

The Service employee who receives a report while in the field is faced with immediate action. He may be a Ranger, Naturalist, Laborer, Maintenceman or of any other classification. He must quickly evaluate the circumstances and reach a decision for the action. Among his considerations will be:

1. His inability to relay the report to headquarters and the consequent promise of no immediate assistance from that point.
2. The possibilities of getting the report to headquarters - by visitor, for example.
3. Credulity of the report.
4. Circumstances of the case. Age? Apparent dangers immediate to the surroundings? Time of day? Elapsed time between the discovery of the disappearance and report?
5. Availability of immediate assistance from others than Service personnel.
6. Weighing of all factors that will assist in determining if an immediate search action by him is reasonable and could be effective

In these circumstances, when the employee has decided to take immediate action, he, in effect, immediately assumes all the pertinent positions of the GCMRA Search Organization (see 705.5 Chart) from Search Commander down. Consideration may well be given to enlisting local help, if available, although care must be taken in making assignments that appear to be official in nature. An example might be one in which older persons were asked to make a search in very rough or treacherous terrain. Do not expose others to dangers that appear beyond their capacity to handle. Take the time to fully evaluate the situation and to arrive at

sensible plans for the search pattern. Recognize and cover immediate danger spots that might be apparent (lake shore, canyon edge, mine shafts). Use available assistance wisely in covering the selected pattern of search. Above all devise and use a search pattern - do not wander. Remember to advise helpers of your signal system. Brief helpers - give them all advice and information you deem essential. Use your head. Do not underestimate the situation; overestimation is generally excusable.

706.32 Field Action - Report in Headquarters

The employee in the field who receives a report of a missing person and who has immediate contact with his headquarters is relieved somewhat from decision-making responsibilities. When headquarters receives the report, it should assume the responsibility of directing the search. Undoubtedly when the disappearance is fresh and the reporting employee is on scene he will be directed to instigate the initial search. The supplementary activities are, however, in the hands of the headquarters officials. At this point, the District Ranger or an appointee assumes the position of Search Commander, Supply and Service Officer, Search Information Officer and subordinate overhead positions. There would be little activity in these groups during this Phase Two for the condition exists only for a short time pending immediate location of the person or entry into Phase Three. The field employee, in effect, becomes the Field Operations Officer and the field team leader even though he may be the only one actually engaged in search at this time.

The District Ranger or other designated person in the Search Commander position should, immediately upon receiving the report, make his evaluation of the situation, formulate the indicated plans, and instigate action. His first action will be to start the initial search in accordance with the plan of Phase Two. His thinking should then turn to the planning to place Phase Three in effect. Organization of the search will be his first order of business and will include designation of personnel to fill the required positions. As the organization develops into Phase Three, men in the overhead positions take hold of their responsibilities. The evolution from Phase Two to Phase Three cannot be delineated by a sharp line but, rather, the transition is a gradual one.

706.4 Phase Three - Single Team Search Operation

A search team has started an on-the-ground (or water) search for a missing person. The "team" may consist of one man or a group under a single field leader. Headquarters may know of the situation or communications may have failed. Further assistance may be on the way to the scene or it may have been detained. Local help may have been recruited or it may not be available. While the situations may vary greatly, Phase Three is in effect while a single team under one field leader is conducting a search. A continuing effort, by any means, must be made by the person in charge of the scene to advise headquarters of the situation.

706.41 One Man Team

As is often the case, one man must often instigate the search because other competent help is not available to him. He may, because of circumstances, be alone on the scene for a considerable time or he may anticipate help relatively soon. Normally, he would have the assistance of the reporting person or persons but he may elect not to use it because of their circumstances - physical, mental, emotional, or other - or of the search conditions. He, perhaps, may find it more desirable to leave them at a known point to direct additional search personnel. If he has no immediate contact with headquarters, he may choose to dispatch available person or persons to relay a message. The man must take the time to record all necessary information available and to analyze the situation. He must devise and follow a sensible and organized search pattern even though he, solely, is engaged in the operation. Probably, his first action will be to cover points that can offer immediate physical danger to the lost if the search is a hot one. His plan should include search of obvious or apparently obvious routes of travel from the scene of last sighting. There can be no fixed directives for planning - common sense and experience must do the dictating.

706.42 Leader and Recruited Assistance Team

The responsible employee on the search scene may have sufficient visitors or another source of manpower available to organize a field search team. Such a consideration should be given immediate and careful thought. It most likely is the best approach, if only a single competent leader is available, to organize a single team at this time. One team under one leader in full control of activities is more effective than disorganized chaos.

If more than one reliable leader along with sufficient volunteer assistance is available when, of course, several teams may be organized. In this case, search operations have entered Phase Four. It is important that time be taken to organize the search team and to brief it in its mission. Names and addresses of the search party should be recorded. Very specific instructions should be issued before the team takes the field. The selected search pattern must be understood by each member of the volunteer team. The leader may wish to appoint some sub-leaders to assure that the organization is kept intact and effective. A briefing on safety is desirable. Every effort must be made - and it will require constant attention of the leader - to keep the searchers organized and to keep any of them from becoming lost or injured themselves. The leader should keep aware of the team effort and be making plans to incorporate the volunteers into the search effort of the professional teams upon their arrival on scene. He must, if at all possible, keep his headquarters advised. Volunteer teams can become rapidly disorganized without a strong, forceful leader. Be alert!

706.43 Field Team Dispatched from Headquarters

When headquarters has received notice of a search requirement, the overall search direction is in its hands. There may well be a period before it assumes field direction during which time, of course, the field leader continues on his initiative or on advice from his headquarters. When search officials in the headquarters determine it to be desirable, they will dispatch or otherwise assign a search team to the scene. The original man on the initial scene will be fitted into this single team operation according to his capabilities and experience. Any volunteer team he has enlisted will be coordinated into the professional team under the assigned leader. The leader of the initial search effort should remain on the scene, available to the relief leader so he may brief and otherwise orient the new man. His meeting - time and place - should be definitely coordinated by the headquarters search organization. The new leader will organize his team and proceed with the search in accordance with the search plan. He must keep the Search Commander in headquarters or other place informed of the progress and needs of the operation.

706.41 see Three Management Functions.

Even a single team search operation may require a small but distinct management staff to support the field operations. Determination of the size and functions of the required group should be made by the Search Commander, who at this time is in command of the effort. He should feel no reluctance to instigate a full scale organization or staff from the point of view that the field search may be small for such will serve several purposes:

1. The training provided by organizational build-up and a realistic problem.
2. Expansion of staff planning prior to demands from the going-search and growth to Phase Four.

The Search Commander needs to pay close attention to his duties as outlined in this manual and to keep his staff operating at top efficiency. He must keep fully aware of the various facets of operation; anticipate their demands; and project planning to the future. Perhaps one of his most important duties is to keep his staff informed so that coordination can be assured. He should begin preparing early in Phase Three for transition to Phase Four of the search operation and issue timely order for this expansion.

706.5 Phase Four - Multiple Team Search Operation

When it is evident that more than one team needs to be placed in the field to prosecute a search, the operation begins to become a large scale and complex one. While the actual search is, of course, the most important function (and this must not be overlooked) there are other demands such as supply, communications, etc. that require very careful coordination. Phase Four is not a static operation for more teams may be needed in the field at any time; the type of search may need alteration; other outstanding factors may enter the picture. The Search Commander must constantly reevaluate the situation and direct his forces accordingly. He must be confident that his field forces are carrying out the actual search in approved, careful fashion. The Search Plan should be adhered to unless it proves inadequate or faulty and the various officials should note existing deficiencies in the plan so correction may be made following the present emergency.