KENAI PENINSULA BOROUGH

Emergency Operations Plan

April 2026

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Letter of Promulgation

The Kenai Peninsula Borough (KPB) is committed to protecting the public's health, safety, and general welfare through effective disaster emergency management. Therefore, I formally promulgate the 2026 Emergency Operations Plan (EOP). During a declared Local Disaster Emergency this plan will establish a framework for coordination, provide a scalable structure, and guide responsibilities across jurisdictions and disciplines.

The KPB Office of Emergency Management (OEM) is responsible for responding to and recovering from declared disaster emergencies, developing KPB and interjurisdictional disaster response and recovery plans (such as this one), and coordinating disaster management among KPB, the State of Alaska, other municipalities, and response and recovery organizations. To that end, OEM provides regular training to maintain readiness among KPB departments and partner agencies with roles outlined in this plan.

This plan may be reviewed and updated to reflect changing conditions, new capabilities, and lessons learned from exercises and real-world events. Continued partnership among stakeholders is critical to its success, and I am pleased to formally promulgate this plan for its use in the Kenai Peninsula Borough.

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Peter A. Micciche, Mayor Date

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1. Introduction

Purpose and Scope

The Kenai Peninsula Borough (KPB) Emergency Operations Plan (EOP or "plan") provides an overarching framework for responding to and recovering from a Local Disaster Emergency (LDE) Declaration within the Kenai Peninsula Borough (or "the borough"). This plan outlines how KPB coordinates disaster management between KPB, the State of Alaska, and other municipalities and response and recovery organizations to protect public health, safety, and general welfare. It establishes strategic objectives, roles, and operational processes to ensure an effective, scalable, and coordinated response to emergencies or disasters, whether natural, technological, or human-caused.

This plan is consistent with the National Incident Management System (NIMS), the National Response Framework (NRF), and the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101 Version 3, ensuring compatibility with state and federal response systems. This plan does not detail NIMS or Incident Command Structure (ICS); however, all participating agencies are expected to understand and function within NIMS and ICS.

This EOP is activated to support and coordinate disaster emergency response operations when:

- An incident presents substantial threats to life, health, property, or the environment.
- Addressing an imminent situation to minimize potential threat(s).
- An incident exceeds, or may exceed, local response capabilities.
- Response to an incident involves multiple jurisdictions or a unified command.
- Unified messaging is required using the Joint Information System (JIS).
- Significant coordination of communications or resources with state or federal resources is required.

This EOP is part of a broader system of interrelated plans and supporting documents. It references these materials for response planning, operations, and resource coordination. These items include, but are not limited to:

- 2024 KPB Multi-Jurisdictional Hazard Mitigation Plan (MJHMP)
- KPB response annexes and standard operation guides (SOGs)
- Small Community Emergency Response Plans (SCERPs)
- Community Wildfire Protection Plan
- Local Emergency Planning Committee Tier II Response Plan
- Municipal plans and tribal plans
- State and federal plans, including interjuridictional plans
- KPB EOP and Annexes Acronyms and Abbreviations List[1]

[1] A comprehensive Acronyms and Abbreviations List is available as a separate supporting document to this EOP and its annexes. Readers are encouraged to reference it for clarity and consistency.

Emergency Management Priorities

The following priorities guide KPB's emergency response activities:

- Protection of human life
- Protection of public health and safety
- Protection of property
- Preservation of the environment

These priorities inform and guide the allocation of resources, activation of emergency operations, and coordination with partners. Incident action plans, Emergency Operations Center (EOC) objectives, and operational briefings will consistently reflect this priority order.

To support these priorities, KPB adopts the FEMA Community Lifelines construct as an operational framework for response coordination and stabilization. The Community Lifelines represent critical service areas that, when disrupted, pose immediate threats to life and well-being.

Lifeline status is used to assess impacts, prioritize resource deployment, and coordinate with partners to restore essential services. This complements KPB's priority framework and enhances situational reporting, operational planning, and multi-agency coordination during an incident (See Attachment A: FEMA Community Lifelines).

Lifeline	Description	Examples
Safety and Security	Law enforcement, search and rescue, fire response	• Federal, state, and local law enforcement agencies • Fire and Emergency Medical Services (EMS) departments • Search and rescue units
Food, Hydration, Shelter	Essential commodities and sheltering for survival	• Emergency shelter programs • Mass care sites • Food and water distribution partners
Health and Medical	Emergency medical care, public health, patient movement	• Hospitals and clinics • EMS providers • Public health agencies
Energy (Power and Fuel)	Grid restoration, generator support, fuel delivery	• Utility providers • Backup power systems • Fuel supply resources
Communications	Emergency alerts, interoperable radio and internet systems	• Radio and satellite systems • Public alert platforms/outdoor sirens • Amateur radio networks
Transportation	Road access, evacuation routes, airport and maritime logistics	• Road maintenance crews • Airports and harbors • Transportation coordination

Lifeline	Description	Examples
Hazardous Materials	Containment, response to oil/chemical release	• Spill response organizations • Environmental agencies
Water Systems	Portable water infrastructure and wastewater management	• Intake, treatment, storage or distribution systems • Collection, storage, treatment or discharge systems

Table 1: Community Lifelines

Planning Assumptions

This EOP is based on the following assumptions:

- Emergencies may occur with little or no warning, requiring rapid mobilization and interagency coordination.
- During disaster conditions, KPB operations may need to modify from standard procedures to respond to emerging needs effectively. Ensuring the continuity and restoration of essential services will support the well-being and safety of residents and the broader community.
- Community self-sufficiency is encouraged. Residents should be prepared to be self-reliant following a disaster.
- Geographic remoteness and infrastructure damage may delay external aid. In the early phase of an incident, local response must be sustainable.
- All levels of government and community partners, including cities, tribal entities, state and federal agencies, nongovernmental organizations (NGOs), and the private sector, may be involved in the response, with the need for clear coordination and unified command.
- Local resources must be fully utilized before requesting outside assistance. City governments are expected to follow the principle of self-help before engaging the KPB OEM.
- All KPB agencies will activate their individual continuity plans based on the nature and scope of the incident.
- Incident situation and status reporting are critical. Agencies are expected to submit timely situation reports to OEM to facilitate informed decision-making and resource allocation.
- KPB operates under NIMS and uses ICS for response coordination.

Planning Considerations

KPB recognizes the following key considerations in the development and execution of this EOP:

- **Whole Community Approach:** Effective emergency management requires inclusive planning that engages residents, cities, tribal entities, nonprofit organizations, private sector entities, and all levels of government.
- **Geographic Diversity and Accessibility:** The borough spans a vast and geographically complex area that includes remote coastal communities, interior villages, and infrastructure-critical zones. Planning must account for extreme weather, limited access, and delays in external support.

- **Local Leadership and Coordination:** While OEM provides coordination and support, initial response begins at the local level. Cities are encouraged to maintain and exercise their own emergency plans and integrate with this EOP where appropriate.
- **Volunteer and Private Sector Engagement:** This plan supports coordination with Alaska Voluntary Organizations Active in Disasters (VOADs), local groups, and businesses to maximize available resources and capabilities.
- **Scalability and Flexibility:** This EOP is designed to allow modular activation of functions based on the scale and complexity of the emergency.
- **Legal and Policy Context:** This EOP operates under authorities established by applicable law.

Strategic Overview

OEM is responsible for responding to and recovering from declared LDEs, developing KPB and inter-jurisdictional disaster response and recovery plans, and coordinating disaster management among KPB, the State of Alaska, and other municipalities, including response and recovery organizations.

While most OEM-supported incidents are managed directly by OEM staff, ongoing development and support of the KPB Incident Management Team (IMT) is critical to ensuring functionality and continuity among team members. The IMT comprises KPB employees, private industry partners, and qualified, vetted volunteers.

OEM supports incident operations by:

- Staffing the EOC.
- Activating the IMT.
- Coordinating situational awareness and incident data collection.
- Serving as the primary liaison with the State of Alaska Division of Homeland Security and Emergency Management's (AK DHSEM) State Emergency Operations Center (SEOC).
- Facilitating communication among municipalities and regional partners.
- Leading planning and preparedness efforts across sectors.

Operations are scalable to match the complexity of each incident. In major events, OEM participates in multi-agency coordination with state and federal partners to ensure unity of effort and efficient resource prioritization.

Emergency Management Phases

KPB organizes its emergency management activities across four interrelated phases: mitigation, preparedness, response, and recovery. Each phase informs the structure and operational intent of this plan and guides planning and operation efforts among local, state, and federal partners.

Figure 1: Emergency Management Phases

Mitigation: Pre-Disaster or Planned Events

Mitigation includes actions taken before a disaster or anticipated incident to reduce or prevent long-term risk to people and property. The MJHMP fully integrates the City of Seward and the City of Seldovia. The MJHMP addresses unique regional risks, recommends mitigation actions, and complies with federal and state requirements. The MJHMP should be referenced when developing post-disaster project worksheets to ensure eligible mitigation work is incorporated.

Preparedness: Ready, Set, Go!

Ready, Set, Go!
The *Ready, Set, Go!* program is part of the statewide standardized evacuation language for all mapping products.

Preparedness efforts are implemented through OEM and supported by its IMT, municipal partners, and local organizations. OEM emphasizes cross-jurisdictional coordination, planning, training, exercises, and community engagement.

OEM regularly promotes self-sufficiency among residents and encourages all households and businesses to operate independently. Local needs may exceed the availability of immediate aid during widespread incidents, making individual and community-level preparedness crucial.

Rooted in a whole community approach, OEM created the *Ready, Set, Go!* Preparedness Program and a suite of products to help residents and partners build the capabilities needed to respond swiftly, effectively, and in a unified effort when emergencies occur.

Response: Daily Operations Versus IMT Coordination

For day-to-day operations, most OEM-supported events (whether imminent threats or emergencies) are done by OEM staff to support KPB departments and service areas. During the initial response phase, the KPB IMT is regularly updated to maintain situational awareness in case activation becomes necessary as response needs expand.

The borough mayor (“mayor”) is the chief administrative officer. If the mayor determines that a disaster has occurred, is imminent, or is threatened, the mayor shall, by proclamation, declare an LDE. The

OEM Senior Manager ("emergency manager") shall assume primary responsibility for managing and coordinating OEM's responsibilities during a declared LDE and report to the mayor or a designee. For imminent and expanded disaster emergencies, the EOC is readied, and the KPB IMT is activated to coordinate with city governments, state agencies, and federal partners as appropriate. Depending on the severity and scope of the incident, response activities may include managing and supporting resource deployment, public alert systems, emergency protective measures, and evacuations/re-entry operations.

Roles must be clearly defined for a successful interface for interjurisdictional responses; the KPB IMT does not manage all responses during non-areawide incidents. For example, the State of Alaska, Division of Forestry & Fire Protection, is responsible for wildland fire suppression, ordering IMTs to manage large wildfires, and interfacing with local jurisdictions to meet shared incident objectives.

Recovery: Repopulation and Long-Term Recovery

Recovery operations are often coordinated with the State of Alaska to ensure timely financial and technical assistance access. OEM works closely with impacted municipalities and VOAD partners to prioritize restoration projects, address unmet needs, and strengthen community resilience. Recovery efforts should be carried out to reduce future vulnerabilities.

For recovery involving evacuation, scheduled re-entry into impacted areas allows residents temporary access to private property during recovery operations, while full repopulation of evacuation zones occurs only after essential services are restored.

Situation Overview

The borough covers 24,752 square miles, an area comparable in size to West Virginia. Approximately 65% (16,013 square miles) is land, while the remaining 35% (8,741 square miles) consists of Cook Inlet and the coastal waters of the Gulf of Alaska.

Kenai Peninsula Borough includes six incorporated cities and 32 unincorporated communities. Among the unincorporated communities are four Old Believer (Russian Orthodox) villages and eight tribal entities. The borough is within Alaska's Southcentral region.

- **Land ownership:**
  - 65% Federal
  - 22% State
  - 1% Local municipalities
  - 9% Native corporations
  - 3% Private
- **Economy:** About 56% of the borough population is in the labor force.[2] The largest employment sectors are government and tourism, followed by private industries, financial and professional services, retail, healthcare, and seafood.[3] Approximately 11.5% of residents live below the federal poverty line.[4]

[2] https://www.census.gov/quickfacts/fact/table/kalifornskycdpalaska,homercityalaska,kenaicityalaska,kenaipeninsulaboroughalaska/HEA775223
[3] https://kpedd.org/wp-content/uploads/January-2025-KPB-Economic-Update-Slide-Deck-pdf.pdf
[4] https://www.census.gov/quickfacts/fact/table/kenaipeninsulaboroughalaska/HEA775223

- **Demographics:**
  - **Population:** 61,259 residents; major population centers include Kenai (7,770), Homer (6,136), Seward (2,483), Soldotna (4,342), and Kalifornsky (8,487).[5]
  - **Age:** 3,300 residents (5.5%) are under age 5; 13,400 (22.1%) are ages 5–18; 31,700 (51.8%) are 18–65; and 12,600 (20.6%) are over 65.[6]
  - **Access and Functional Needs:** 7,500 residents (12.3%) under age 65 report disabilities affecting sensory, cognitive, ambulatory, self-care, or independent living.[7]
  - **Education:** Residents aged 25 and older, 94.3% have at least a high school diploma, and 29.4% hold a bachelor's degree or higher.[8]
  - **Language:** English; about 6.8% speak another language at home; 168 households do not have a strong English speaker present.[9]

Risk Assessment

The MJHMP identifies natural and human-caused hazards affecting Kenai Peninsula Borough communities. It assesses each hazard's magnitude and likelihood (risk) and evaluates the potential impacts on populations and critical infrastructure.[10] The following table outlines each community included in the MJHMP and identifies its associated hazard risk levels, categorized as extreme, high, moderate, or low.

Community	Extreme Risk	High Risk	Moderate Risk	Low Risk
Anchor Point	Not Applicable (N/A)	• Earthquake • Severe Weather • Tsunami • Wildfire	• Erosion • Flooding • Volcano	• Landslide • Avalanche
Cooper Landing	N/A	• Earthquake • Severe Weather • Wildfire	• Avalanche • Erosion • Flooding • Landslide • Volcano	N/A
Funny River	N/A	• Earthquake • Severe Weather • Wildfire	• Erosion • Flooding • Volcano	• Avalanche • Landslide

[5] https://www.census.gov/quickfacts/fact/table/kenaipeninsulaboroughalaska/HEA775223
[6] Ibid.
[7] Ibid.
[8] Ibid.
[9] https://hdpulse.nimhd.nih.gov/data-portal/social/table?age=914&age_options=age14_1&demo=00015&demo_options=languageall_1&race=00&race_options=raceall_1&sex=0&sex_options=sexboth_1&socialtopic=060&socialtopic_options=social_6&statefips=02&statefips_options=area_states
[10] The MJHMP includes data from cities that elected to participate in the 2024 update. Cities and Tribal entities are invited to participate in future updates.

Community	Extreme Risk	High Risk	Moderate Risk	Low Risk
Hope	N/A	• Earthquake • Severe Weather • Wildfire	• Avalanche • Erosion • Flooding • Landslide • Tsunami • Volcano	N/A
Moose Pass	N/A	• Earthquake • Severe Weather • Wildfire	• Avalanche • Erosion • Flooding • Landslide • Volcano	N/A
Nikiski	N/A	• Earthquake • Severe Weather	• Tsunami • Volcano • Wildfire	• Avalanche • Erosion • Flooding • Landslide
Nikolaevsk	N/A	• Earthquake • Severe Weather • Wildfire	• Erosion • Flooding • Volcano	• Avalanche • Landslide
Ninilchik	N/A	• Earthquake • Severe Weather • Tsunami • Wildfire	• Erosion • Flooding • Volcano	• Avalanche • Landslide
Port Graham	N/A	• Earthquake • Severe Weather • Tsunami • Wildfire	• Avalanche • Erosion • Flooding • Landslide • Volcano	N/A
Seldovia	N/A	• Earthquake • Severe Weather • Tsunami • Wildfire	• Avalanche • Erosion • Flooding • Landslide • Volcano	N/A
Seward	• Flooding	• Earthquake • Tsunami • Severe Weather	• Avalanche • Erosion • Landslide • Wildfire	• Volcano
Tyonek	N/A	• Earthquake • Severe Weather	• Avalanche • Erosion • Landslide • Tsunami • Volcano • Wildfire	• Flooding

Community	Extreme Risk	High Risk	Moderate Risk	Low Risk
KPB Areawide	N/A	• Earthquake • Severe Weather • Wildfire	• Avalanche • Erosion • Flooding • Landslide • Tsunami • Volcano	N/A

Table 2: Multi-Jurisdictional Hazard Mitigation Plan Hazard Assessment

Critical Infrastructure

The MJHMP also identifies essential facilities necessary for preserving safety, response, and recovery. The following lists highlight critical infrastructure, essential facilities, and key services within the borough.

Healthcare and Emergency Response Facilities

- Central Peninsula Hospital (Soldotna)
- South Peninsula Hospital (Homer)
- Providence Seward Medical Center
- Dena'ina Wellness Center (Kenai)
- Ninilchick Traditional Council Health Services
- Seldovia Village Tribe Health & Wellness
- Chugachmiut Health Services

Fire and EMS Services

- Municipal Fire and EMS (Kenai, Homer, Seward)
- KPB Fire and EMS Service Areas (Bear Creek, Central, Eastern, Kachemak, Nikiski, Western)
- Volunteer Fire (Cooper Landing, Hope, Lowell Point, Moose Pass)
- Tribal Volunteer Fire (Barabara Heights/Seldovia Village Tribe, Nanwalek, Port Graham, Tyonek)
- Alaska Division of Forestry & Fire Protection (Kenai/Kodiak Area)
- Kenai National Wildlife Refuge Wildfire Suppression (Refuge boundary, accessed by mutual aid)
- United States Forest Service (Chugach National Forest boundary, accessed by mutual aid)

Law Enforcement and Regulatory Agencies

- Alaska State Troopers
- Local police departments (Kenai, Soldotna, Seward, Homer)
- Village Public Safety Officers (Nanwalek, Port Graham, Seldovia)
- Federal and state environmental and wildlife protection agencies

Transportation Infrastructure

- Over 1,900 miles of roadways (645 miles are KPB-managed)
- Major state routes: Sterling and Seward Highways
- Maritime routes: Cook Inlet, Prince William Sound, Kachemak, and Resurrection Bays
- 12 public/municipal airports
- Bridges and culverts

- Ports and harbors in Homer, Nikiski, Seward, and Seldovia
- Railbelt from Seward to Anchorage

Education Infrastructure

Education Institution Type	Location(s)	Notes
KPB School District (KPBSD)	KPB-wide (42 schools)	Serves over 8,500 students; governed by a confidential Emergency Action Plan
University of Alaska	Soldotna, Homer	Kenai Peninsula College (KPC) and Kachemak Bay Campus (KBC)
Alaska Christian College	Soldotna	Private postsecondary institution
Alaska Vocational Technical Center (AVTEC)	Seward	State-operated vocational training institution
Private Schools	Multiple locations	Includes faith-based and independent school campuses

Table 3: Education Infrastructure

2. Concept of Operations

Operationalizing the EOP

This EOP is designed for scalable implementation based on the nature and severity of the incident. Activation may occur under any of the following conditions:

- An incident exceeds the capabilities of KPB departments or service areas.
- An incident exceeds the capacity of a local jurisdiction and requires KPB-level support.
- Multiple jurisdictions are impacted, necessitating unified coordination.
- A disaster is imminent, and anticipatory activation is warranted to position resources.

Early activation allows for greater flexibility, more effective coordination, and faster resource deployment. OEM determines the appropriate level of activation based on situational input from the on-scene IC or local officials.

EOC and IMT Coordination

The EOC is staffed 24/7 by the OEM duty officer to coordinate initial emergency response. OEM staff support local and minor responses (typically demobilized within 24 hours).

The emergency manager or designee may expand EOC operations and activate the IMT to support a major incident within two hours of notification.

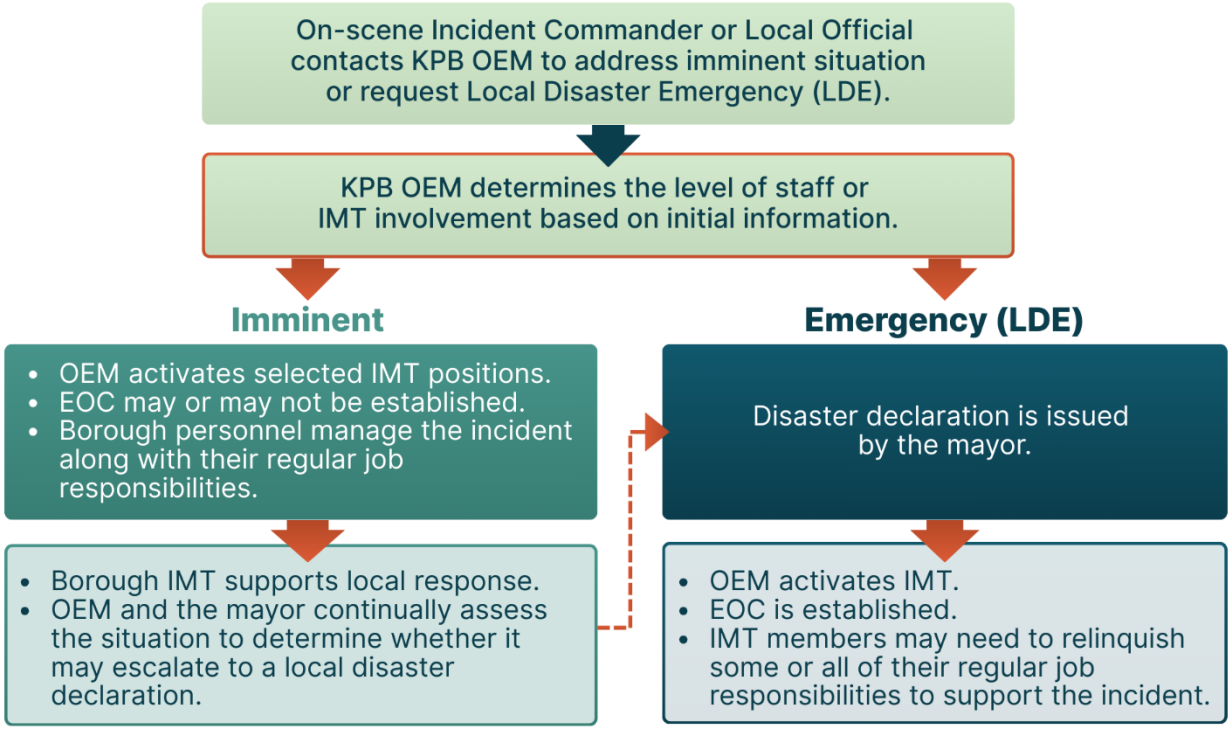


Figure 2: IMT Activation Procedures

The EOC has two fixed locations where the IMT coordinates strategic response efforts during an incident. It serves as KPB's coordination hub, linking field-level ICs, local jurisdictions, KPB service areas, the SEOC, and regional or federal support agencies.

Primary Location:
Emergency Response Center
253 Wilson Ln., Soldotna, AK 99669
Secured facility; co-located with the Soldotna Public Safety Communications Center.

Secondary Location:
Bear Creek Volunteer Fire Service Area Station (BCVFSA)
13105 Seward Hwy., Seward, AK 99664
Secured facility; co-located with BCVFSA and Seward/Bear Creek Flood Service Area.

Depending on the nature of the incident and response operations, the EOC may be temporarily moved to another KPB facility or operated virtually.

Continuity of Operations

KPB departments and service areas will activate Continuity of Operations Plans (COOPs) to maintain continuity of department operations and government, and ensure that essential functions continue with minimal disruption. Each COOP details the processes, lines of succession, and personnel required to sustain essential functions under degraded conditions. The ability of KPB departments and service areas to execute the roles, responsibilities, and tasks outlined in this EOP is directly dependent on the successful activation of their respective COOPs.

Within the scope of this EOP, designated leadership and lines of succession are established as follows:

- **Administration**: The mayor serves as the primary supervisor. In the event the mayor is unavailable, an administrative officer designated by the mayor will assume responsibility.
- **OEM**: The Emergency Manager is the primary supervisor. If unavailable, the Duty Officer will serve as successor.
- **KPB IMT**: The Incident Commander (IC) has primary responsibility. Should the IC be unavailable, the Deputy Incident Commander will assume command.

Incident Management Practices

Use of ICS/NIMS

KPB has adopted NIMS to prepare for and respond to LDEs. NIMS incorporates ICS for response and incident management.

For small-scale incidents, local responders organize using the five core ICS functions: Command, Operations, Planning, Logistics, and Finance/Administration. These are typically staffed by KPB's initial IMT, which is composed of KPB personnel and volunteers trained in ICS roles.

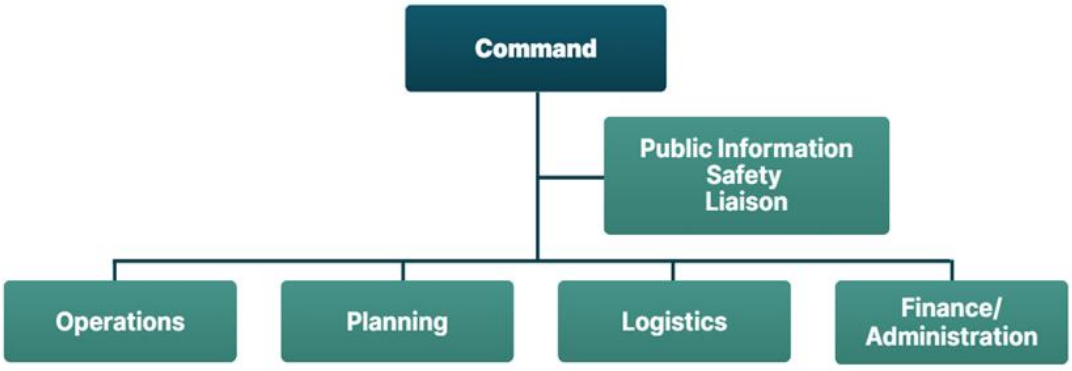


Figure 3: IMT ICS Structure

When an incident escalates in scope or complexity, the IMT expands to include representatives from regional, state, and federal agencies; tribal entities; and disaster aid organizations. This expansion supports unified command and facilitates seamless integration of regional, state, and federal response plans.

IMT Staffing

IMT staffing relies on assigning personnel whose emergency roles align with their day-to-day duties, skills, and expertise. All IMT members must be trained in ICS, which can be adapted for incidents ranging in scale and complexity.

IMT operations are supported by structured shift rotations and consistent relief procedures to maintain operational continuity and responder well-being. Key guidelines include:

- Establishing shift lengths (preferably ≤12 hours).
- Scheduling volunteer-supported operations, such as the call center and temporary emergency evacuation points (TEEPs), in four-hour shifts with 30-minute overlapping shift changes.
- Providing a designated rest area with beverages and snacks.
- Demobilizing KPB employees as soon as possible, allowing staff to return to their regular job functions.

Automatic Deployment

There are two hazards that automatically trigger deployment, for which IMT members are to report to the EOC once they are safe to do so:

- A tsunami warning
- An earthquake of such intensity that it is difficult to stand or walk

Mutual Aid and Multijurisdictional Coordination

Mutual aid and cross-jurisdictional coordination are essential to managing large-scale or complex incidents within the borough. While emergency preparedness and response begin at the local level, multi-agency partners play critical roles in major emergencies. KPB has established agreements and protocols to ensure an efficient and unified response across agencies and levels of government.

The Alaska Intrastate Mutual Aid System (AIMAS) facilitates the sharing of resources among local governments statewide during disaster incidents. When an incident exceeds its available local capabilities, KPB may request support through AIMAS. Requests can include personnel, equipment, or operational resources, and are coordinated by OEM in alignment with the SEOC.

Public-Private Partnerships

KPB coordinates with private sector entities and NGOs to support emergency operations. These partners provide critical services, infrastructure, and resources, and are integrated into planning, training, and EOC operations.

The table below provides a brief overview of key partners, their roles in emergency operations, and KPB's coordination approach. Section 3: Organization and Assignment of Responsibilities provides additional detail on specific roles and responsibilities of response partners.

Sector	Role in Emergency Operations	Coordination Approach
VOAD	• Mass care, feeding, and sheltering • Volunteer management • Unmet needs services	• Coordination with VOAD, local faith-based and nonprofit partners • Liaison roles may be filled on the IMT as needed
Utilities	• Amplify this sector's messaging	• Coordinate with Fire/EMS to clear downed trees impacting rights-of-ways
Private Industry	• Support Small Business Administration (SBA)	• Shared public information on behalf of state and federal partners

Table 4: Public-Private Partnerships

3. Organization and Assignment of Responsibilities

KPB Staff Support and IMT Roles

KPB departments and service areas may contribute expertise to emergency management across the preparedness, response, and recovery phases. The table below outlines potential IMT roles and potential activities aligned with staff expertise.

Department	IMT Role(s)	Preparedness Activities	Response Activities	Recovery Activities
Mayor's Office	• Administrator • Liaison • Public Information	• Provide executive leadership and policy direction • Promulgate plans	• Issue emergency declarations • Communicate with the public • Oversee legislative actions • Coordinate with state/federal officials • Request disaster grant assistance from state/federal agencies	• Oversee recovery policy decisions • Engage in strategic planning for long-term recovery • Approve disaster grant reporting
Assembly	N/A	• Support declaration processes • Communicate with constituents	N/A	• Appropriate disaster grant funds
Assessing Department	• Planning • Logistics • Operations	• Maintain up-to-date property data • Prepare staff for damage assessment roles	• Support damage assessments for disaster declarations	• Update property records based on losses
Clerk's Office	• Liaison • Public Information • Documentation	• Maintain public records of emergency plans and ordinances	• Document emergency declarations and official actions	• Archive recovery documentation

Department	IMT Role(s)	Preparedness Activities	Response Activities	Recovery Activities
Donald E. Gilman River Center	• Planning • Operations	• Support hazard mitigation planning, permitting and environmental review	• Support response coordination with state and federal partners	• Support recovery needs and restoration projects
Finance Department	• Finance	• Compliance oversight of funding procedures	• Track and manage emergency expenditures • Support disaster grant application development	• Compile documentation for reimbursement • Audit recovery costs • Support disaster grant compliance and complete financial reports
Human Resources	• HR Specialist	• Develop staffing plans for emergencies	• Manage personnel accountability	• Support workforce re-entry and continuity post-disaster
Legal Department	• Legal	• Review emergency legal authorities • Review emergency support clauses in multi-year contracts	• Prepare declarations and legislation. • Provide legal support during emergencies	• Support legal aspects of recovery and federal claims
OEM	• All roles until team is activated and after demobilized	• Develop and maintain the EOP and COOP • Conduct training and exercises	• Activate and manage the EOC/IMT • Coordinate responses with cooperators	• Lead recovery planning • Manage after-action reporting • Support state/federal coordination • Compliance oversight from disaster grant application to award requirements
Planning Department	• Planning	• Maintain hazard maps, predetermine evacuation zones, and integrate mitigation into land use	• Support situational awareness, GIS, and land use control during response	• Update mitigation strategies

Department	IMT Role(s)	Preparedness Activities	Response Activities	Recovery Activities
Property Tax Division	• Logistics	• Develop contingency plans for tax relief	• Adjust property tax assessments due to damage or loss	• Implement revised assessments
Purchasing & Contracting	• Logistics	• Pre-identify vendors • Maintain emergency procurement compliance	• Procure resources, supplies, and services during response	• Provide project management for KPB infrastructure repairs • Support disaster grant management
Risk Management	• Safety • Planning • Operations	• Assess and mitigate potential risks • Maintain insurance and liability programs	• Manage claims and employee safety concerns during incidents	• Coordinate insurance recovery and claims documentation
Roads Department	• Planning • Operations	• Identify critical routes • Inspect road readiness	• Clear roads and maintain access for emergency vehicles	• Repair damaged infrastructure and restore transportation access • Support disaster grant management
Sales Tax Division	• Finance	• Analyze potential revenue disruptions • Prepare contingency protocols	• Implement departmental COOP	• Assess impact on revenue base • Assist with economic recovery planning
Service Areas	• Operations	• Conduct training and maintain readiness • Participates in the *Ready, Set, Go!* prevention program	• Uses the Know Your Zone hub during evacuation/re-entry • Maintain services • Coordinate with EOC	• Conduct After-Action Report (AAR)/Improvement Plan (IP) • Support community recovery

Department	IMT Role(s)	Preparedness Activities	Response Activities	Recovery Activities
Solid Waste	• Operations	• Plan for disaster waste management and debris clearance	• Coordinate debris removal and hazardous waste disposal • Track total debris/waste disposal	• Restore impacted solid waste services • Evaluate and improve disposal operations • Track total debris disposal

Table 5: KPB Department Roles and Responsibilities

Roles of Municipalities

KPB is comprised of SAs and unincorporated communities. OEM is directly responsible for providing non-area-wide emergency management support to unincorporated communities.

There are six incorporated cities within the borough. The cities are responsible for:

- Managing emergencies within their jurisdictions; they are encouraged to develop and maintain local EOPs.
- Coordinating with KPB through direct liaison or EOC-to-EOC integration during multi-jurisdictional incidents.
- Retaining operational control unless resources are overwhelmed.

OEM does not replace municipal response efforts. However, OEM may activate its IMT and coordinate with the State of Alaska to address expanding resource capabilities requested by a city.

Local Emergency Planning Committee (LEPC)

When major portions of this EOP are updated, the KPB LEPC requires a 30-day public comment period, which includes LEPC board review. The LEPC comprises representatives from local government, emergency services, public health, industry, environmental groups, and the public to ensure broad community input in emergency planning.

The LEPC supports the OEM with emergency management functions by:

- Coordinating with representatives from groups or organizations subject to 42 United States Code (USC) §11001-11005 requirements.
- Preparing planning documents, articles, or policies for the Committee's review of recommendations.
- Processing Tier II public requests for information and providing public data for quarterly review.
- Maintaining the KPB Hazardous Materials Emergency Response Plan and the LEPC webpage Tier II reporting requirements.
- Establishing revision cycles for planning documents.
- Supporting the *Ready, Set, Go!* preparedness outreach and educational programs.

State and Federal Integration

When KPB resources and mutual aid are insufficient, OEM coordinates directly with the SEOC. The SEOC may provide:

- Connections with VOADs serving Alaska.
- Logistical support for critical resources.
- Deployment of specialized response teams and assets.
- Access to statewide mutual aid and interagency coordination, including through AIMAS.
- Coordination of resources through the Pacific Northwest Emergency Management Arrangement.
- A communication bridge to federal support systems.

Should an incident require federal response support, the Joint Field Office (JFO) is activated subsequent to a Presidential Disaster Declaration. Federal assistance is tailored to the hazard type and may involve:

- FEMA for disaster response and recovery.
- Environmental Protection Agency (EPA) or United States Coast Guard (USCG) for oil/hazardous materials under the Alaska Federal/State Unified Plan.
- Other agencies, such as the Alaska Department of Transportation (DOT), the United States Department of Agriculture (USDA), or the Department of Health and Human Services (HHS), depending on the incident scope.

For oil spills or hazardous substance releases, regulatory responsibilities include:

- The Alaska Department of Environmental Conservation (ADEC) serving as the state lead agency.
- The EPA (inland) or the USCG (coastal/marine) serving as the federal lead.

OEM remains the conduit for all resource and support requests to state and federal partners, both for city jurisdictions and unincorporated communities of the borough.

4. Direction, Control, and Coordination

Emergency Procurement to Address an Imminent Situation

Emergency procurement must be pre-approved by the mayor or designee to be supported administratively by OEM. This process allows for addressing imminent threat(s) to public safety before the mayor declares an LDE.

Once authorized, OEM staff use ICS to execute objectives. They may apply contingency funds for initial response to a potential disaster or other emergency that poses an imminent threat to public health, life safety, property, or welfare within the borough. In many cases, addressing imminent situations early has minimized the need for expanded resources or the local emergency declaration process.

Local Disaster Emergency Declaration Process

When incident conditions exceed local capacity or are likely to require regional, state, or federal support, the emergency manager may recommend that the mayor issue an LDE declaration. This action enables access to emergency powers, expedites procurement, initiates mutual aid, and facilitates disaster assistance requests through the SEOC.

An LDE is enacted for seven days and must be formally documented. The LDE must include:

- Date of emergency occurrence
- Statement indicating the nature of the disaster or emergency
- Statement describing areas threatened or affected and conditions that have brought about or that make possible the termination of the disaster or emergency
- Statement describing available resources
- Statement of KPB funds to be expended
- Statement requesting assistance from the SEOC
- Statement confirming an emergency affecting life, health, or safety exists for the purposes of emergency procurement
- Impact
- Requests for assistance
- Incident scope data

Once an LDE is declared, OEM notifies the SEOC, impacted municipalities, and relevant cooperators.

Coordination Zones

KPB is divided into geographic response zones to facilitate regional coordination. Each zone includes diverse terrain, community profiles, and infrastructure systems that are factored into planning, resource staging, and operational strategy. These zones may align with the borough's "Know Your Zone" evacuation designations and can be used to support both response and recovery operations.

Transition from Response to Recovery

The emergency manager or IC initiates the recovery transition in coordination with the mayor. Depending on the scale and complexity of recovery needs, responsibilities may transfer from the IC to designated KPB departments.

Recovery operations will use the ICS structure to ensure continuity. Specifically, the IMT will transition duties to appropriate borough departments or partner agencies to support long-term recovery planning, conduct damage assessments, and provide public information. Long-term coordination from recovery to reimbursement continues with the State of Alaska for state and federal disaster declarations. On average, disaster assistance grants require five to seven years to close out fully.

5. Information Collection, Analysis, and Dissemination

Situational Awareness and Common Operating Picture

Responders and EOC staff are expected to maintain awareness of the common operating picture, as updated information directly informs operational planning, objective setting, and resource coordination.

The EOC collects, analyzes, and shares information using multiple tools and sources. The sources and methods in the table below provide the EOC with structured methods for collecting and maintaining situational awareness during an incident.

Information Source/Method	Purpose
State and Federal Sources	Direct updates and data systems to support incident objectives
Situation Reports (SitReps)	Maintain verified, up-to-date incident information throughout response
Briefings	Provide structured information exchange and updates
Public Information Sources	Monitor media, alerts, notifications, and social media
Field-Level Reports	Direct updates from responders and cooperating agencies
Know Your Zones	Evacuation zones established within KPB Fire/EMS service areas

Table 6: EOC Information Sources and Methods

The quick reference guide below lists online dashboards, data systems, and mapping tools that OEM and EOC staff frequently access to support decision-making.

Online Tool/Source	Link
Alaska Interagency Coordination Center Intelligence Dashboard	https://www.arcgis.com/apps/dashboards/71b0377b3c3d4f719e11b8caa50fb529
Alaska DHSEM	https://ready.alaska.gov/
ADEC Smoke/Air Quality	https://dec.alaska.gov/air/air-monitoring/
EPA Computer-Aided Management of Emergency Operations (CAMEO) System	https://www.epa.gov/cameo

Online Tool/Source	Link
Kenai Peninsula Shore Zones	https://www.shorezone.org/
Know Your Zones – Evacuation Maps	https://info.kpb.us/pages/kyz
KPB Community Wildfire Protection Plan	https://storymaps.arcgis.com/stories/c0edad4aeae54fc9865738353eef99f3
National Buoy Data	https://www.ndbc.noaa.gov/obs.shtml?lat=13&lon=-173&zoom=2&pgm=tsunami
National Spot Weather	https://spot.weather.gov/new-request
Tsunami Warning Center	https://tsunami.gov/
United States Forest Service Risk Management Assistance Dashboard	https://experience.arcgis.com/experience/f9d7f7f920494c3db43a23a8dffe4664
United States Geological Survey (USGS) River Gauges	https://waterdata.usgs.gov/nwis/

Table 7: EOC Online Tools and Sources Quick Reference

Given the potential for network or communication failures during emergencies, KPB maintains redundant tools and communication methods to ensure continuous situational awareness and sustain the common operating picture, even during system disruptions.

Public Information and Joint Information System

The EOC coordinates public information efforts to ensure timely, accurate, and accessible messaging. For imminent situations likely to expand into regional or complex incidents, OEM will activate the call center using the JIS Guidelines Annex to support a scalable, multi-agency Joint Information Center (JIC). The JIC facilitates collaborative development and distribution of agency messaging.

The JIS allows for a collocated, virtual, or hybrid JIC that may expand or contract operations based on incident needs, community impacts, and ongoing threats to public safety. The OEM call center will operate in conjunction with some level of JIS activity.

A JIC may be established when the demand for information surpasses, or is expected to surpass, the capability of the affected organization, or when there is a significant impact on public safety. Participating agencies will assign staff with authority to represent their organization and speak on its behalf.

JIS Delegation
During wildfire season, agency administrators include the JIS Guideline Annex in the delegation of authority, requiring incoming IMTs to coordinate with the EOC, responding partners, and cooperators.

The JIS ensures public messaging aligns with operational objectives, reduces conflicting information, and enhances public trust during emergencies.

6. Communications

Operational Communications

KPB maintains structured, interoperable communication capabilities to support field operations, coordinate with partner agencies, and sustain continuity of command during all-hazards incidents. To achieve this, KPB utilizes a suite of interoperable systems for internal coordination and external agency integration.

System	Function	Application
Alaska Land Mobile Radio (ALMR)	Trunked, statewide interoperable radio system	• Primary radio network for IMT and other response cooperators • Enables cross-agency coordination in real time
Municipal Very High Frequency (VHF)/Ultra High Frequency (UHF) Systems	Localized radio networks	• Used within cities and service areas for field coordination • Often patched into EOC channels for centralized situational awareness
Amateur Radio Emergency Service (ARES)	Redundant radio communications by trained volunteers	• Provides backup in case of failure of primary systems • Useful in remote areas or for relay during extended outages
National Alert and Warning System (NAWAS)	National emergency communication network	• Allows EOC to receive and send alerts between federal warning centers and local jurisdictions

Table 8: Communication Systems

Redundant and Backup Communication Systems

KPB maintains multiple layers of communication systems to ensure operational continuity during partial or complete system failures. Redundancy strategies include:

- **Satellite Phones:** Issued to key personnel, including section chiefs and field responders, particularly in remote areas or during wide-scale outages.
- **ARES Activation:** Amateur radio, also known as ham radio, equipment is located in the EOC, Central Peninsula Hospital, and South Peninsula Hospital, and operated by Moosehorn Radio Club. The club has limited mobile capabilities. ARES also maintains predefined fixed operating locations across the Kenai Peninsula for emergency communications.
- **Generator Support:** The EOC is equipped with generator backup to sustain operations during prolonged power outages.

Public Alert and Warning Systems

KPB employs a layered, multi-platform approach to warning dissemination, allowing for redundancy, geographic targeting, and accessibility. Warnings are issued rapidly and updated regularly by the Public Information Officer (PIO) or JIC, under the direction of the IC or unified command.

System	Function	Activation Scenario Examples
KPB Alerts	Borough-wide voice/text alert system. Landlines are included automatically; residents may opt-in mobile/email	• Wildfire • Flood (localized or widespread) • Evacuation • Shelter-in-place order
Emergency Alert System (EAS)	Interrupts local radio and TV programming for emergencies	• Multi-jurisdictional emergencies • Large-scale evacuations
Wireless Emergency Alerts (WEA)	Geo-targeted text notifications via cell towers	• Tsunamis • Child abductions (AMBER Alert) • Major public safety threats
Social Media	Pushes situational updates and guidance via Facebook, X (Twitter), KPB OEM Blog	• Supplemental information after initial alert • Status updates
Outdoor Warning Sirens	Outdoor sirens in coastal communities, with pre-recorded warnings	• Tsunamis • Hazardous material • Evacuation or shelter-in-place for coastal areas
National Oceanic and Atmospheric Administration (NOAA) Weather Radio	NOAA broadcasts federal weather and emergency alerts (not issued by KPB OEM)	• Severe weather • Tsunami alerts • Winter storms
Mobile Public Address Systems	Law enforcement or fire issue live warnings in specific areas	• Evacuations • Protective actions
Door-to-Door Notification	Used for localized or rapid-onset threats	• Isolated or rural alerts • Special needs populations • Confirmed delivery required through direct contact

Table 9: Public Alert and Warning Systems

Communications from Multiple Perspectives

KPB prioritizes clear, timely, and accessible emergency communications for all residents, particularly those with special needs, disabilities, or limited English proficiency. Effective communication ensures critical safety information reaches the entire community, including vulnerable populations identified through local planning efforts.

KPB recognizes several community groups and settings that warrant tailored communication approaches during incidents, including but not limited to those listed in the table below.

Community Group or Setting	Communication Considerations
Schools	• Clear, timely communication with parents and guardians • Messaging suitable for children
Home care patients	• Communication through caregivers and healthcare providers • Formats suitable for mobility or cognitive impairments
Seasonal camps and temporary populations	• Immediate, concise messaging appropriate for transient or unfamiliar populations • Multilingual support as needed
Senior residential housing	• Accessible formats (large print, audio) • Direct outreach through senior services providers

Table 10: Messaging Considerations for Special Populations and Settings

To ensure inclusive messaging during emergencies, KPB may implement multiple strategies:

- **Multilingual Messaging:** Translate emergency notifications into commonly spoken languages within the borough, whenever feasible.
- **Accessible Formats:** Provide information in large print, audio messages, Braille (upon request), and visually accessible signage.
- **Direct Outreach:** Collaborate with healthcare providers, school officials, senior centers, and facility operators to deliver timely information directly to special populations.
- **Assistive Technologies and Services:** Use closed captioning and American Sign Language (ASL) interpreters for televised or streamed public briefings. Maintain Telecommunication Device for the Deaf/Teletype (TDD/TTY) integration within KPB alert systems.
- **Pre-Incident Planning:** Encourage residents and facility managers to identify and share special needs and functional access requirements with emergency responders in advance to support faster, more tailored assistance.

7. Administration, Finance, and Logistics

Mutual Aid and Cost-Sharing Protocols

KPB maintains active mutual aid agreements with the Matanuska-Susitna Borough and the Municipality of Anchorage to share staffing resources. Through these agreements, individuals with position-specific credentials may be deployed to assist OEM. OEM also participates in AIMAS to support response operations beyond internal capacity.

Mutual aid protocols outline responsibilities, cost recovery terms, and operational integration. All mutual aid resources must be integrated into the incident structure under the appropriate ICS section and tracked for time, equipment use, and associated costs.

Administration and Finance

Upon LDE declaration, the mayor authorizes the use of the OEM emergency contingency fund (100.11250.XXXXX.49999). Each LDE must be assigned a five-digit project code, which tracks costs and is part of the naming convention for all incident documentation. Because financial operations are executed under compressed schedules requiring expedited actions, adhering to KPB financial management procedures and general accounting principles is critical to establish the basis for reimbursement eligibility through state or federal disaster assistance programs.

Cost recovery efforts are initiated early in the response and continue through the recovery phase. When appropriate, the Finance Section transfers duties to OEM staff who will continue to work with the Alaska DHSEM to prepare state or federal project worksheets for reimbursements. This process includes gathering supporting documentation and ensuring all costs meet eligibility requirements under applicable disaster declarations.

Reimbursement claims must be submitted within the required timelines. Failure to comply with procurement standards, documentation requirements, or retention policies may result in costs being deemed ineligible for reimbursement.

Logistics

Emergency procurement is used when the mayor authorizes a response to an imminent life-safety threat or when declaring an LDE. The IC or designee is authorized to approve expenditures. Initial sourcing draws on KPB departments; requests are escalated to mutual aid partners or the SEOC through established channels if unmet needs remain. All resources must be tracked from assignment to demobilization.

Within the ICS structure outlined in this EOP, the Logistics Section is responsible for coordinating all resource acquisition, distribution, and support operations during activations. To maintain accountability and ensure timely delivery, all resource requests are routed through the Logistics Section.

8. Plan Maintenance and Training

Plan Review and Update Cycle

OEM is responsible for updating, maintaining, and revising this EOP and its corresponding annexes, with the assistance of local jurisdictions and the LEPC as needed. The entire EOP, including any annexes, should be reviewed, revised, republished, and redistributed at least every five years.

This plan should be modified following post-incident analyses, post-exercise critiques, and/or policy changes. Such changes include updated responsibilities, procedures, laws, or regulations.

Training and Exercise Program

OEM, in collaboration with other KPB departments, the LEPC, IMT members, and other cooperators, coordinates ongoing disaster training, educational programs, and annual exercises. Guided by NIMS, OEM identifies and delivers training tailored to the roles and responsibilities of IMT members and cooperating entities.

Integration of Lessons Learned and AARs

Training and exercises allow OEM to evaluate and strengthen emergency management programs. Following any incident, exercise, or training, an AAR process should begin, starting with structured debriefings.

Key after-action reporting activities include:

- **Conduct a Hotwash:** Hold an immediate debrief with all involved personnel to capture initial observations, including strengths and areas for improvement.
- **Initiate the AAR Process:** Transition from the hotwash into structured analysis, reviewing procedures, staff actions, and operational data to identify strengths and deficiencies.
- **Compile the AAR Document:** Prepare a formal report summarizing findings from the hotwash and analysis.
- **Develop an IP:** Translate AAR findings into corrective actions with assigned roles, responsibilities, and timelines.
- **Incorporate Lessons Learned:** Use AAR and IP findings to update EOPs, policies, procedures, and training programs to enhance future response capabilities.

9. Authorities and References

Legal Authorities

Authorities include the KPB Code of Ordinances, the State of Alaska, Alaska Statutes, and Federal Public Laws. OEM maintains a working knowledge of these legal authorities as they pertain to prevention, response, and recovery within a second-class borough.

References

The following references support this EOP and provide additional context for emergency management activities. This list is not exhaustive.

Reference	Agency	Description
City EOPs and Disaster Plans	City Governments (Various)	Emergency plans for city-level response, including IMT, activation, and resources
Kenai Peninsula Borough Multi-Jurisdictional Hazard Mitigation Plan	KPB OEM	Plan to minimize disaster impacts across the Borough
Kenai Peninsula Community Wildfire Protection Plan (2022)	All Land Management Agencies (Private and Public)	Wildland fire response capabilities, risk assessment, and mitigation strategies for all lands within the Kenai Peninsula
Kenai Peninsula Borough LEPC Response Plan	KPB LEPC	Plan dictates reporting and response in coordination with State of Alaska Department of Environmental Conservation
State of Alaska Emergency Operations Plan (2024)	Alaska DHSEM	State plan for coordinated emergency and disaster response
State of Alaska Hazard Mitigation Plan (2023)	Alaska DHSEM	Multi-agency hazard mitigation strategy across local, state, and federal levels
Alaska Inland Area Contingency Plan (2025)	ADEC, USCG, and EPA	Regional guidance and coordination of agencies and responsible party for oil and hazardous substance spill response relevant to Kenai Peninsula
Alaska Regional Contingency Plan (2022)	ADEC, USCG, and EPA	Regional guidance and coordination of all government agencies for oil and hazardous substance spill response
National Response Framework (2019)	DHS	National all-hazard framework providing context for how the whole community responds, aligned with national preparedness

Reference	Agency	Description
National Incident Management System (NIMS) Document (2017)	DHS	Nationwide template enabling effective incident response across the United States
National Contingency Plan (1994)	USCG	Structure for responding to oil discharges and hazardous substance releases
National Infrastructure Protection Plan (2013)	DHS	Plan for protecting the United States' critical infrastructure and key resources

Table 11: Reference Plans, Policies, and Resources

10. EOP Annexes – Functional and Hazard-Specific Guidance

EOP annexes are maintained as separate documents that provide functional and hazard-specific guidance that expands on the Base Plan. Functional annexes explain how essential capabilities are organized and implemented, while hazard-specific annexes tailor those functions to particular threats.

Each annex is presented as a functional or hazard-specific guideline document and aligns with the Base Plan and supporting documents to ensure a coordinated approach to preparedness, response, and recovery across diverse incidents. EOP annexes include:

- Access and Functional Needs Guidelines
- Avalanche or Landslide Guidelines
- Call Center Guidelines
- Cybersecurity Guidelines
- Damage Assessment Guidelines
- Disaster Help Center Guidelines
- Earthquake Guidelines
- Emergency Operations Center Guidelines
- Evacuation Guidelines
- Flooding Guidelines
- Joint Information System Guidelines
- Pet Sheltering Guidelines
- Sheltering Guidelines
- Tsunami Guidelines
- Volcano Guidelines
- Wildland Fire References

11. Glossary

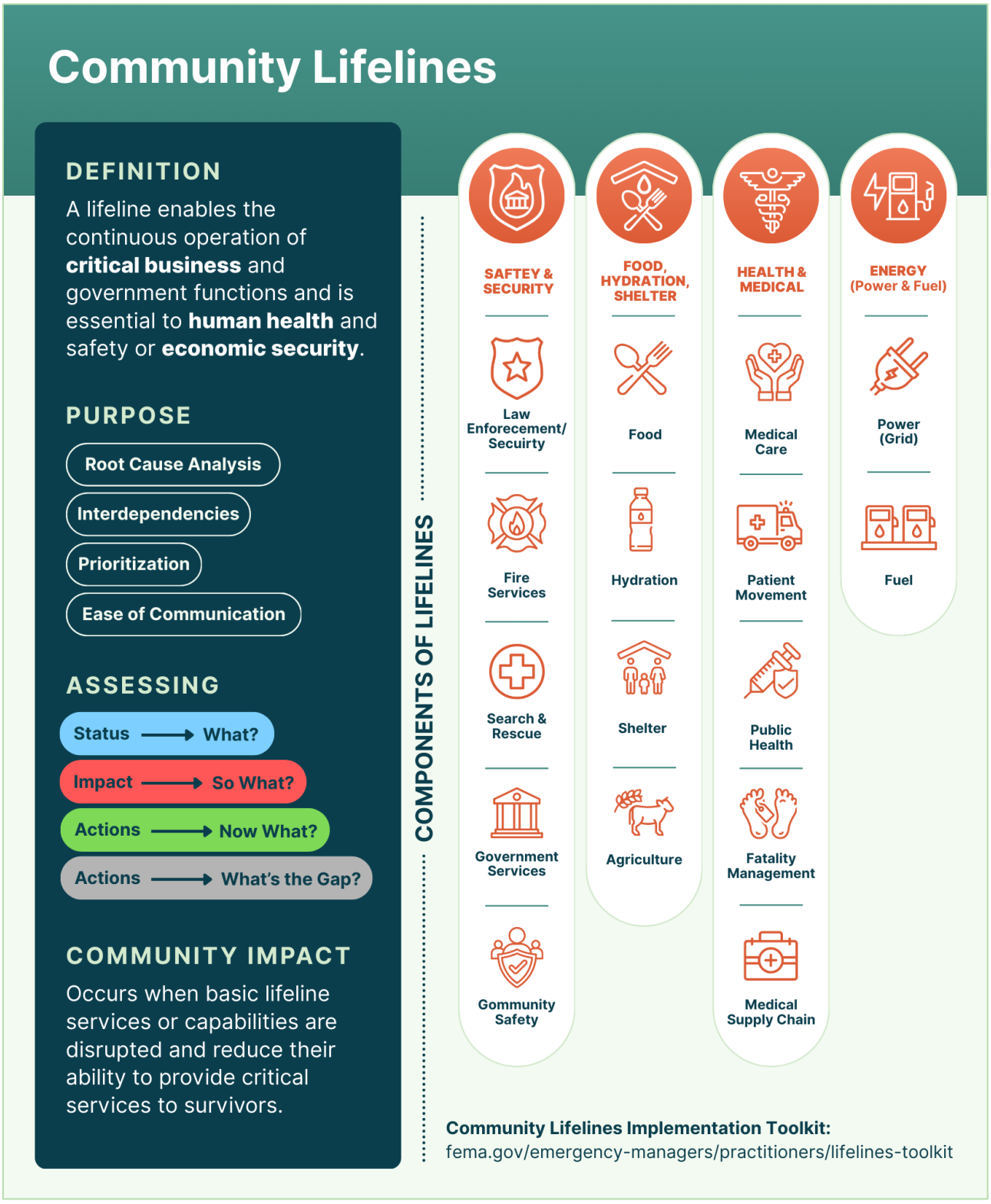
The following glossary defines key terms used throughout the EOP Base Plan. It is intended to promote consistency and shared understanding among all partners involved in emergency management. Acronyms are not used in this table, as they are included in the standalone Acronyms and Abbreviations List.

Key Terms	Definition
After-Action Report	A formal report prepared following an incident, exercise, or training to summarize performance, identify strengths and weaknesses, and propose improvements.
Alaska Intrastate Mutual Aid System	A system for sharing personnel, equipment, and resources among local governments statewide during disaster incidents.
Amateur Radio Emergency Service	A volunteer network of licensed amateur radio operators that provides backup communications when primary systems fail.
Community Lifelines	FEMA's operational framework defining critical service areas: Safety and Security; Food, Water, and Shelter; Health and Medical; Energy; Communications; Transportation; and Hazardous Materials. These lifelines are used to visually convey assessments of impacts and prioritize response actions.
Continuity of Government	The principle of maintaining essential government authority, leadership, and core functions during emergencies to preserve governance.
Continuity of Operations Plan	Plans developed by agencies to ensure essential government functions continue during and after an emergency.
Comprehensive Preparedness Guide 101	FEMA's guidance document that sets principles and processes for developing emergency operations plans.
Emergency Operations Center	The central coordination hub for incident management, where leadership, situational awareness, and resource allocation are directed.
Emergency Operations Plan	The Kenai Peninsula Borough's primary framework for disaster preparedness, response, recovery, and mitigation.
Incident Commander	The individual responsible for overall management of incident operations within the Incident Command System.
Incident Command System	A standardized, on-scene management framework organizing functions of command, operations, planning, logistics, and finance/administration.
Incident Management Team	A team of trained personnel that provides command, coordination, and support during significant incidents.
Improvement Plan	A document produced after an AAR that assigns corrective actions, roles, and timelines to address identified gaps.

Key Terms	Definition
Joint Information Center	A designated center where public information officers from multiple agencies coordinate unified public messaging.
Joint Information System	A framework that integrates public information efforts across agencies to ensure consistent and accurate messaging.
Local Emergency Planning Committee	A local planning body that oversees hazardous materials preparedness, Tier II reporting, and community emergency planning.
Mitigation, Preparedness, Response, Recovery	The four phases of emergency management used to structure planning, operations, and recovery efforts.
Mutual Aid	Formal agreements between jurisdictions or organizations to provide resources and assistance across boundaries during emergencies.
National Incident Management System	A national framework that standardizes incident management practices across all levels of government.
National Response Framework	The federal guide outlining roles, structures, and responsibilities for nationwide disaster response.
Unified Command	A structure within ICS/NIMS that allows multiple agencies or jurisdictions to manage an incident together through coordinated decision-making.
Whole Community Approach	An inclusive emergency management principle that engages residents, government, nonprofits, the private sector, and tribal partners in planning and response.

Table 12: Glossary

12. Attachment: FEMA Community Lifelines



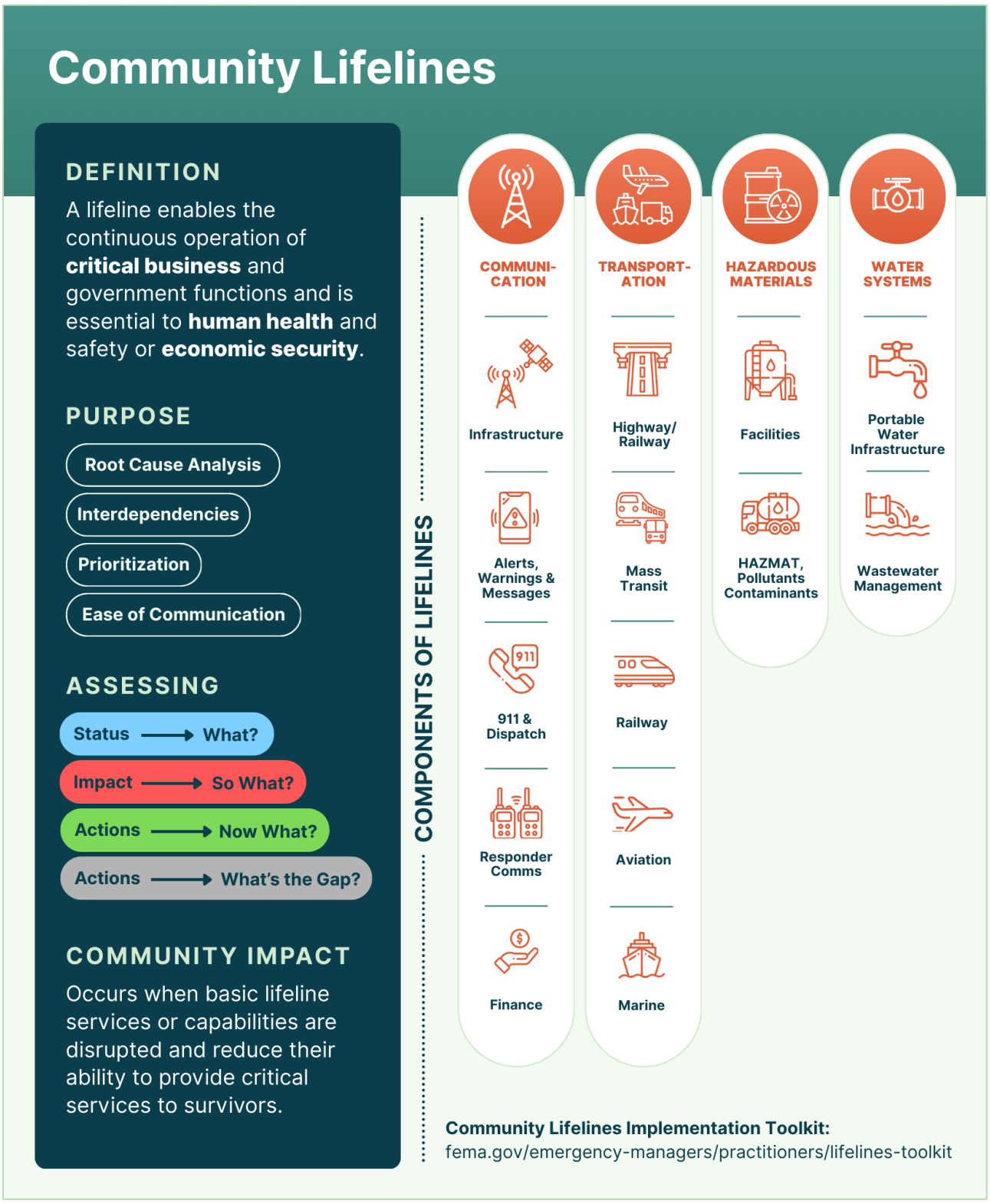


Figure 4: Community Lifelines

Access and Functional Needs Guidelines

For natural or human-caused incidents, emergency planning for persons with access and functional needs (AFN) requires coordination with healthcare providers, disability service organizations, and community networks. Geographic isolation and limited transportation options increase the vulnerability of residents who rely on medical equipment, mobility aids, or caregiver assistance. Office of Emergency Management (OEM) maintains voluntary registries and works with local agencies to identify and support AFN populations during evacuations and sheltering.

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AFN Imminent Phase – Notification and Activation

Effective inclusion of individuals with AFN begins at the earliest stages of emergency activation. During this phase, the focus is on identifying at-risk populations, alerting partners and service providers, and ensuring all public communications are accessible and inclusive. Planning for AFN integration at activation improves overall response efficiency and outcomes for the whole community.

RESPONSE ACTIONS

- ☐ Coordinate with the Statewide Independent Living Council of Alaska's Emergency Management Coordinator to integrate services into the response efforts.
- ☐ Engage cooperators to identify necessary accommodations, communication methods, transportation, equipment, and support services for individuals with AFN.
- ☐ Work with logistics to develop or activate agreements with transportation providers capable of assisting those with mobility or cognitive limitations.
- ☐ Disseminate emergency alerts in accessible formats.
- ☐ Include specific considerations for AFN populations in the initial Incident Action Plan (IAP).
- ☐ Disseminate public information in coordination with the Joint Information Center (JIC), ensuring inclusion of instructions relevant to AFN populations.
- ☐ Coordinate with Voluntary Organizations Active in Disaster (VOADs) and Non-Governmental Organizations (NGOs) to locate at-risk individuals.

All acronyms and abbreviations used in this annex are defined in the Acronyms and Abbreviations List, maintained as a separate supporting document to the EOP.

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AFN Response Phase – Operations and Management

The response phase emphasizes direct assistance to AFN populations during evacuation, sheltering, and information dissemination. This may include coordination between emergency management, transportation services, shelter operations, and healthcare providers. By embedding AFN considerations into the core of response activities, Kenai Peninsula Borough (KPB) can uphold inclusive response principles and improve outcomes for those most at risk.

RESPONSE ACTIONS

- ☐ Coordinate with VOADs and NGOs for supply distribution.
- ☐ Link individuals to external resources through Joint Information System (JIS) coordination.
- ☐ Ensure communication access at all service sites, including American Sign Language (ASL) interpreters, captioning services, visual boards, and translation services.
- ☐ Support evacuation for individuals with mobility, sensory, or cognitive impairments.
- ☐ Conduct intake screening at shelters to identify individuals with AFN and their specific requirements.
- ☐ Ensure shelters have accessible cots, bathrooms, and other facilities.
- ☐ Provide quiet zones or sensory-sensitive areas within general population shelters.
- ☐ Facilitate access to replacement identification documents and lost medical records.
- ☐ Replenish accessible supplies and medications as needed through emergency procurement.
- ☐ Coordinate emotional and behavioral health support services for individuals with cognitive or sensory challenges.

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AFN Recovery Phase – Demobilization

As the emergency stabilizes, short-term recovery must address the unique challenges faced by individuals with AFN. Demobilization efforts must also include an assessment of what worked and what gaps remain in serving AFN populations.

RESPONSE ACTIONS

- ☐ Develop and distribute recovery information in plain language and alternative formats.
- ☐ Coordinate assessment and mitigation efforts with return-to-home feasibility for AFN populations.
- ☐ Support reunification of individuals with their families or caregivers.
- ☐ Collaborate with community networks and peer support programs to assist AFN individuals.
- ☐ Coordinate with State Emergency Operations Center (SEOC) VOAD partners to support long-term recovery needs for AFN individuals.
- ☐ Document and share any unmet needs with VOAD partners and long-term recovery groups.
- ☐ Debrief with partner agencies and revise standard operating procedures (SOPs) to improve integration in future activations.

Avalanche or Landslide Guidelines

The most detrimental impact of a large avalanche or landslide is the disruption of supply chains and transportation routes, though these events also pose significant life safety risks. Avalanches and landslides are most common in mountainous areas and are typically triggered by heavy snowfall, prolonged rainfall, winter warming trends, or high winds. Conditions can persist or shift rapidly over the course of several days, particularly during seasonal transition periods.

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Avalanche or Landslide Imminent Phase – Increased Risk Forecasted

This phase occurs when conditions increase the likelihood of avalanche or landslide activity, or when recent observations indicate signs of instability such as whumping, cracking, or evidence of recent avalanches or landslides.

RESPONSE ACTIONS

- ☐ Establish pre-scripted public messaging for sudden road closures or access restrictions. When possible, identify owners of impacted properties and provide direct notifications.
- ☐ Conduct public messaging about elevated avalanche or landslide risk in known areas of risk.
- ☐ Monitor avalanche or landslide forecasts, weather models, snowpack data, and slope conditions.
- ☐ Coordinate with partners, including using the National Weather Service (NWS), Chugach National Forest Avalanche Center, and State Emergency Operations Center (SEOC) resources.
- ☐ Review known avalanche and landslide hazard zones near critical infrastructure or high-risk population areas.
- ☐ Coordinate with the Kenai Peninsula Borough (KPB) Road Service Area (RSA) or Alaska Department of Transportation (DOT) to assess trigger points for road closures or snow safety operations.

All acronyms and abbreviations used in this annex are defined in the Acronyms and Abbreviations List, maintained as a separate supporting document to the EOP.

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Avalanche or Landslide Response Phase – Avalanche or Landslide Occurred

This phase occurs when an avalanche or landslide results in a significant release of unstable snow or debris. It may also apply when there is strong evidence of substantial movement that could impact travel routes within minutes to hours.

RESPONSE ACTIONS

- ☐ Coordinate with KPB RSA or Alaska DOT regarding hazard conditions and response support requests.
- ☐ Coordinate with city administration or city Emergency Operations Center (EOC) personnel to support local emergency disaster declaration response needs.
- ☐ Update the mayor and provide recommendations to activate the EOC or to support a city declaration.
- ☐ Consider establishing unified command with jurisdictional partners.
- ☐ Coordinate public messaging through the Joint Information System (JIS) regarding road closures, safety perimeters, and ongoing response efforts.
- ☐ Establish and maintain communication with communities primarily impacted by the avalanche or landslide.
- ☐ Establish and maintain communication with Alaska Railroad (AKRR) for all avalanche or landslide operations that affect railways and railroad property, as needed.
- ☐ Coordinate service deliveries across jurisdictional boundaries to ensure equitable access to resources.
- ☐ Identify support opportunities and tasks for the Amateur Radio Emergency Service (ARES) and Radio Amateur Civil Emergency Services (RACES) to complement alternative communications.
- ☐ Prepare for potential cascading or secondary events, such as flooding due to snowmelt or blocked waterways.

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Avalanche or Landslide Recovery Phase

This phase is when the immediate avalanche or landslide impact is likely, followed by a period of unstable terrain and restricted access. Redistribution of snow and debris is highly likely over a period of weeks or months, depending on environmental conditions and recovery efforts. During this phase, it is essential to convey a sense of empowerment and resilience to help the public maintain normalcy over an extended period.

RESPONSE ACTIONS

- ☐ Monitor weather conditions for secondary avalanche or landslide risk and provide ongoing community updates.
- ☐ Evaluate and plan for the need for long-term shelter or housing assistance in coordination with local Voluntary Organizations Active in Disaster (VOADs).
- ☐ Monitor debris clearance and road repair with KPB RSA or Alaska DOT.
- ☐ Support debris management and snow removal plans to restore road access and utility corridors.
- ☐ Conduct After-Action Report (AAR) and develop an Improvement Plan (IP) and share with partnering agencies.

Call Center Guidelines

A centralized call center provides the public with accurate, timely, and consistent information during emergencies, while alleviating the burden on the Soldotna Public Safety Communications Center (SPSCC) from handling non-emergency calls. The Office of Emergency Management (OEM) call center serves as a trusted lifeline for status updates, evacuation notices, and resource referrals. The call center is staffed by trained personnel who use scripts and information approved by the Emergency Operations Center (EOC) during areawide responses.

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Call Center Imminent Phase – Notification and Activation

This phase involves confirming the need for activation, initiating the notification process, deploying supplies and equipment, and ensuring that staff are in place and ready to operate. Timely communication, physical setup, and operational readiness are critical to ensure the call center can begin receiving and triaging public inquiries. Proper activation establishes the foundation for effective information management throughout the incident.

RESPONSE ACTIONS

- ☐ Confirm the need for call center activation with the requesting department or agency and coordinate the opening of the call center with the SPSCC.
- ☐ Approve activation of the call center with the emergency manager or duty officer. When supporting critical life safety measures, staff the call center with OEM employees.
- ☐ Notify the mayor as soon as possible regarding activation, volunteer staffing, and operational hours needed to meet call volume.
- ☐ Notify all call center staff and volunteers of activation and develop a shift schedule.
- ☐ Assign a call center supervisor to initiate and manage a staffing plan.
- ☐ Refer to Standard Operating Guidelines (SOG) for equipment and supplies; collect and set up necessary materials.
- ☐ Collect and update event-specific resources such as condensed phone contact lists, social media monitoring sites, and frequently asked questions (FAQs).
- ☐ Test the phone system to confirm full functionality and accurate call routing.
- ☐ Print and distribute Incident Command System (ICS) forms, condensed contact lists, and scripts for each workstation. Confirm that all call scripts align with Joint Information Center (JIC)-approved messaging for consistency.
- ☐ Assign staff roles and responsibilities, ensuring adequate daily coverage through the staffing template.
- ☐ Conduct a pre-operational briefing for all staff covering roles, responsibilities, and escalation procedures.
- ☐ Set up call tracking and data collection systems to capture information on common concerns, resource requests, and unmet needs.

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	☐ Ensure accessibility for individuals with disabilities and limited English proficiency, including Telecommunication Device for the Deaf (TTY) services and language line access.
	☐ Notify the mayor, EOC, JIC, SPSCC, and relevant partners that the call center is operational.

Call Center Response Phase – Operations and Management

This phase includes trained personnel responding to public inquiries, documenting concerns, and providing accurate, up-to-date information. The focus is on staffing, workflow management, coordination with partner agencies, and internal team support. Effective call center operations reduce confusion, build public confidence, and enhance situational awareness for decision-makers by ensuring consistent and accessible communication between the public and the EOC throughout the response.

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RESPONSE ACTIONS

- ☐ Provide regular updates to the mayor.
- ☐ Distribute daily assignments to call center staff.
- ☐ Ensure at least one lead or supervisor is present on each shift.
- ☐ Maintain a safe, organized, and functional workspace.
- ☐ Conduct daily operational briefings to review call scripts, FAQs, situational updates, key messages, and organizational priorities.
- ☐ Establish information update protocols, including regular briefings from the JIC, Public Information Officer (PIO), and EOC Planning Section.
- ☐ Log all pertinent or high-priority incoming calls using ICS forms or electronic tracking systems, including caller name, concern, resolution, and unresolved issues.
- ☐ Log and escalate calls requiring further action to the appropriate parties using the ICS-213 form.
- ☐ Coordinate regularly with the JIC to ensure public messaging is accurate and consistent.
- ☐ Verify that all public-facing information remains consistent across platforms.
- ☐ Participate in coordination calls or check-ins.
- ☐ Track common themes, repeated questions, and emerging trends; report summary data to OEM at scheduled intervals.
- ☐ Monitor the physical and emotional well-being of staff; encourage breaks and support.
- ☐ Conduct daily shift debriefings, including critical information for oncoming shifts.
- ☐ Document staff hours and contact information to support continuity of operations.

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Call Center Recovery Phase – Demobilization

This phase involves notifying staff, securing documentation, recovering equipment, and conducting hotwashes. Proper demobilization ensures the efficient recovery of resources and establishes the foundation for organizational learning and future improvements.

RESPONSE ACTIONS

- ☐ Assess call volume trends and unmet needs to determine appropriate timing for deactivation.
- ☐ Receive notification from Incident Command (IC) to initiate demobilization.
- ☐ Inform the mayor and volunteer staffing of the demobilization timeline.
- ☐ Notify the public of the call center closure in advance and provide alternative contact numbers or resources.
- ☐ Compile and archive call logs, scripts, FAQs, and data dashboards for after-action and improvement planning.
- ☐ Collect and secure all physical and digital call logs, ICS forms, and other documentation.
- ☐ Clean and sanitize workspaces, equipment, and shared materials.
- ☐ Return equipment and supplies to their proper storage location.
- ☐ Return all call center kits and electronics to designated storage.
- ☐ Inventory supplies, note items needing restocking or replacement, and restock kits before returning them to storage.
- ☐ Debrief call center staff and volunteers, capturing lessons learned and feedback on scripts, tools, and workflow.
- ☐ Submit a summary report, including data logs and recommendations, to the PIO.

Damage Assessment Guidelines

Damage assessments (DAs) are the primary responsibility of local jurisdictions to report to the State Emergency Operations Center (SEOC). Successful completion of these assessments relies on the use of the Incident Command System (ICS) structure to ensure accuracy throughout all phases and to minimize duplicate efforts caused by inefficient communication.

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Rapid Needs Assessment (RNA) – 0 to 24 Hours

The Rapid Needs Assessment (RNA) phase determines the nature and extent of life safety concerns and damages to critical facilities within the first few hours of a catastrophic event. The RNA provides situational awareness, supports local response coordination, and identifies resource gaps.

RNA ACTIONS

- ☐ Assign Planning Operations to oversee all damage assessment phases, including just-in-time training for impacted jurisdictional, tribal, and non-government organizations (NGOs).
- ☐ Verify initial damages with cities, tribal entities, and critical infrastructure partners.
- ☐ Update the mayor and seek direction for consideration of a Local Disaster Emergency (LDE) declaration based upon initial assessment reports.
- ☐ Request additional resources from the State Emergency Operations Center (SEOC), as needed, to conduct RNAs using other state departments (e.g., Fire Incident Management Teams for wildfire assessments).
- ☐ Depending on incident severity, SEOC will begin developing disaster information for The Adjutant General (TAG), Alaska Department of Military and Veterans Affairs. TAG, the Director of the Alaska Division of Homeland Security and Emergency Management (DHSEM), or SEOC may recommend to the Governor a State Declaration of an LDE.
- ☐ Use the Kenai Peninsula Borough (KPB) DA process for consistent data collection.
- ☐ Employ the Assessing Department and Geographic Information Systems (GIS) Division to establish online platforms (e.g., Survey123) for RNA data collection.
- ☐ Utilize KPB Regional Zones and Know Your Zones (“planning zones”) to segment field operations and project worksheet development.
- ☐ Develop procedures for reporting to the Emergency Operations Center (EOC) any self-deployed volunteers, life safety hazards observed in the field, and structures marked “safe” but lacking verified inspections.
- ☐ Continue collecting data from Incident Commanders (ICs), cities, community leaders, Fire/Emergency Medical Services (EMS), dispatch, and amateur radio groups.
- ☐ Develop an information strategy within the Joint Information System (JIS).
- ☐ Monitor internal and external information resources to enhance situational awareness.

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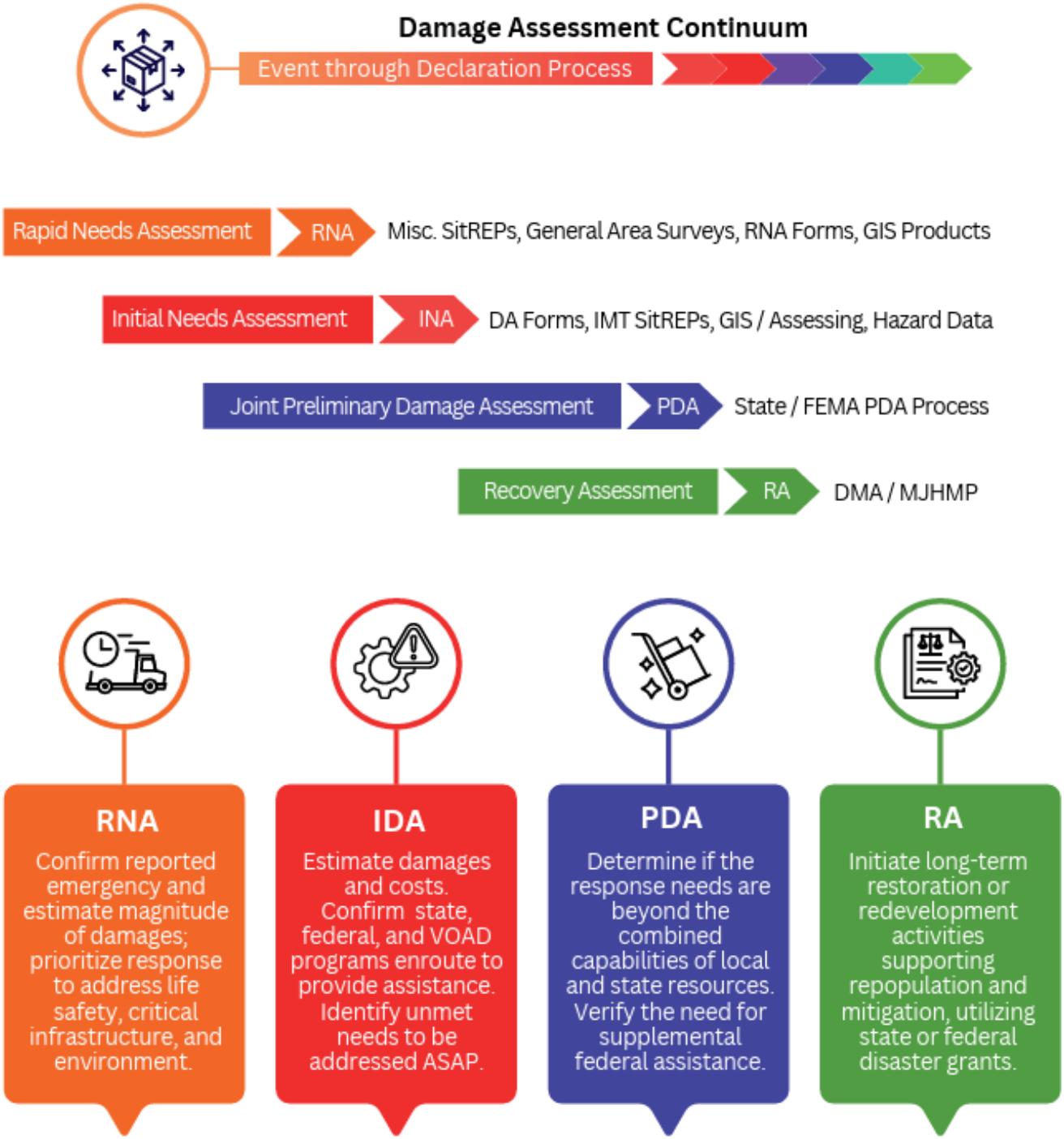
	☐ Establish a reporting schedule and update the situation report (SitRep), incorporating appropriate community lifelines.
	☐ Align with cooperators' meeting schedules to minimize duplicate efforts and miscommunication.
	☐ Maintain daily communication with the SEOC, reporting preliminary data that may assist with a potential state disaster declaration.
	☐ Coordinate with the mayor and prepare presentations for the assembly body.


Damage Assessment Continuum
Event through Declaration Process
Rapid Needs Assessment
RNA
Misc. SitREPs, General Area Surveys, RNA Forms, GIS Products
Initial Needs Assessment
INA
DA Forms, IMT SitREPs, GIS / Assessing, Hazard Data
Joint Preliminary Damage Assessment
PDA
State / FEMA PDA Process
Recovery Assessment
RA
DMA / MJHMP
RNA
Confirm reported emergency and estimate magnitude of damages; prioritize response to address life safety, critical infrastructure, and environment.
IDA
Estimate damages and costs. Confirm state, federal, and VOAD programs enroute to provide assistance. Identify unmet needs to be addressed ASAP.
PDA
Determine if the response needs are beyond the combined capabilities of local and state resources. Verify the need for supplemental federal assistance.
RA
Initiate long-term restoration or redevelopment activities supporting repopulation and mitigation, utilizing state or federal disaster grants.

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Initial Damage Assessment (IDA) – 24 Hours to 2 Weeks

The IDA is the ongoing evaluation of buildings and infrastructure to determine the extent of damages and the usability or occupancy of critical facilities. RNA data should be used to prioritize areas of need during the IDA phase. IDA data, reported to the SEOC, supports consideration of a state disaster emergency declaration.

IDA ACTIONS

- ☐ Reference and incorporate RNA actions.
- ☐ Conduct simultaneous safety inspections and damage assessments whenever possible.
- ☐ Continue to use planning zones to align with area-wide impacted geographic areas.
- ☐ Establish a visual placarding system before deploying teams into the field.

Damage Assessment Teams

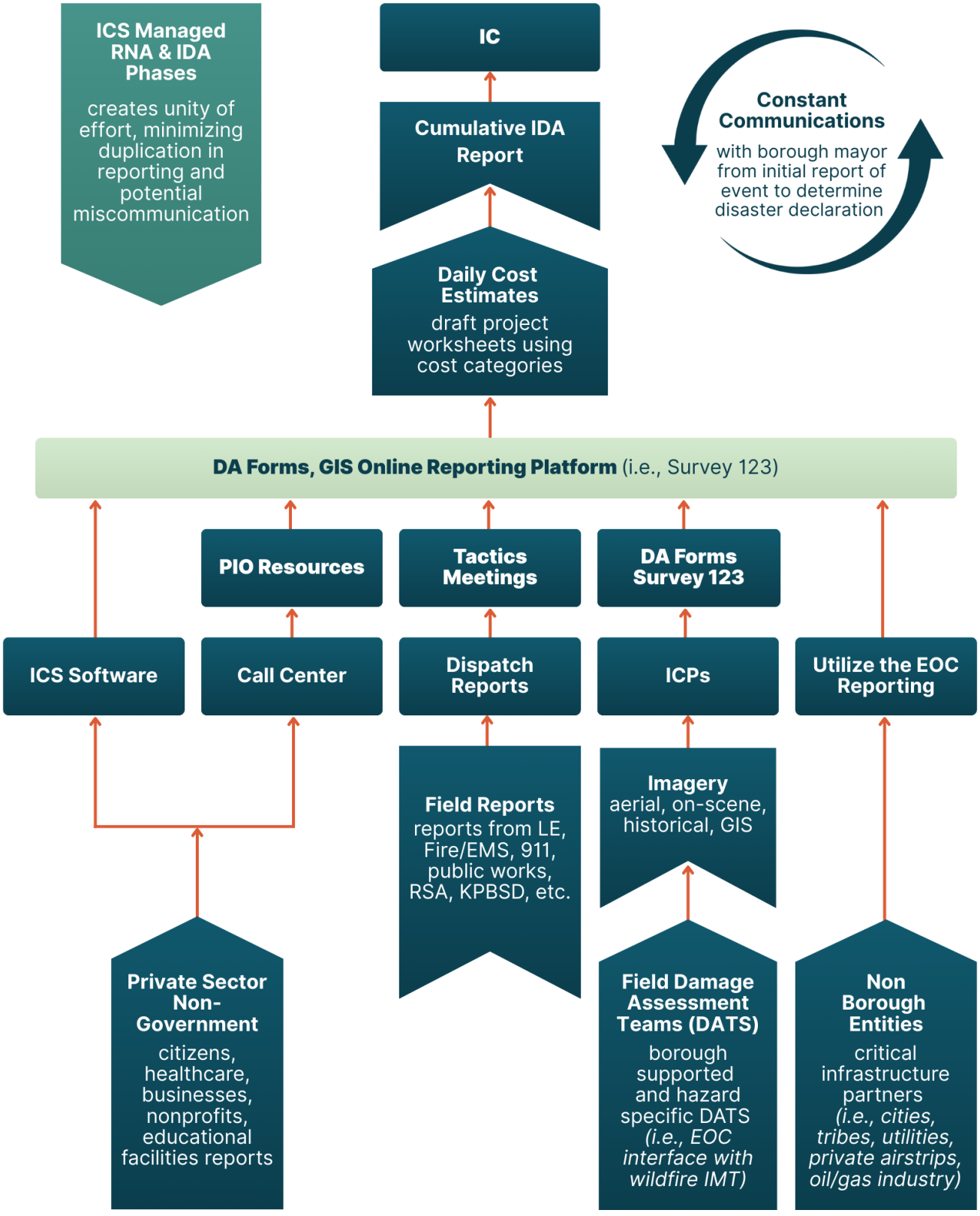
- ☐ Deploy teams to inspect critical infrastructure based on the SitRep and incident objectives.
- ☐ Update the mayor and request approval to proceed with the SEOC request for assistance and project worksheet process.
- ☐ Employ the KPB Grants Administrator to draft project worksheets for the state declaration.
- ☐ Establish a debris management plan to substantiate future reimbursement of debris removal.
- ☐ Update RNA-collected data using the DA reporting platform (i.e., Survey123).
- ☐ Forecast and request additional personnel to support the IDA process (e.g., inspectors, engineers, Preliminary Damage Assessment [PDA] personnel).

Individual Assistance (IA) – State Intake

- ☐ Coordinate IA process and Voluntary Organizations Active in Disaster (VOADs) services through the SEOC.
- ☐ Amplify the state or federal IA intake methods (online, phone, or in-person) through JIS internal and external channels.
- ☐ Schedule a public meeting and intake facility in coordination with the SEOC.
- ☐ Liaise with the SEOC and property owners to provide verified parcel ownership and documentation of structural damage.

Public Assistance (PA) – State Intake

- ☐ Liaise with the SEOC and critical infrastructure partners to initiate PA intake.
- ☐ Use the IDA summary report to categorize damages and estimate losses potentially eligible for PA.
- ☐ Collect pre-disaster design/engineering plans, surveys, imagery, and Road Service Area (RSA) construction codes to substantiate emergency work or alternative mitigation repairs to public infrastructure (e.g., roads, bridges, buildings, harbors, airports).
- ☐ Collect costs for emergency protective measures, debris management, personnel, and supplies (reference Public Assistance Program and Policy Guide and ready.alaska.gov).


ICS Managed RNA & IDA Phases
creates unity of effort, minimizing duplication in reporting and potential miscommunication
IC
Cumulative IDA Report
Daily Cost Estimates
draft project worksheets using cost categories
Constant Communications
with borough mayor from initial report of event to determine disaster declaration
DA Forms, GIS Online Reporting Platform (i.e., Survey 123)
ICS Software
PIO Resources
Call Center
Tactics Meetings
Dispatch Reports
DA Forms Survey 123
ICPs
Utilize the EOC Reporting
Field Reports
reports from LE, Fire/EMS, 911, public works, RSA, KPBSD, etc.
Imagery
aerial, on-scene, historical, GIS
Private Sector Non-Government
citizens, healthcare, businesses, nonprofits, educational facilities reports
Field Damage Assessment Teams (DATS)
borough supported and hazard specific DATS (i.e., EOC interface with wildfire IMT)
Non Borough Entities
critical infrastructure partners (i.e., cities, tribes, utilities, private airstrips, oil/gas industry)

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Preliminary Damage Assessment (PDA) – May Be Initiated Concurrently with IDA Phase Based on Incident Severity

Also known as a Joint PDA or "loss verification," this process involves state and federal representatives evaluating the magnitude and impact of damages. PDA data, reported by the SEOC to the Federal Emergency Management Agency (FEMA), supports consideration of a Presidential Disaster Declaration (DR), which initiates the availability of federal resources and disaster grant programs.

PDA ACTIONS – Local, State, and Federal Coordinated Site Visits

- ☐ Maintain constant communication with SEOC; the SEOC will use the IDA documentation to inform FEMA, particularly when a State Declaration is likely to meet monetary thresholds for a Disaster Declaration (DR) or Federal Fire Mitigation Assistance Grant (FMAG).
- ☐ Once a DR or FMAG is approved, coordinate with SEOC, federal agencies, impacted cities, and critical infrastructure partners to arrange site visits of damaged areas.
- ☐ Identify and report all damages within 60 days of the declaration, even if the extent is unknown or subject to adjustment later.
- ☐ Keep worksheets organized by planning zones to reduce travel (e.g., emergency road repairs in the East Zone should not be included with repairs from the South Zone).
- ☐ Confirm source documentation is accurately assigned using dedicated project codes and readily corresponds with sites for project worksheet development.
- ☐ Provide site visit schedules to KPB Finance personnel, the Grants Administrator, and relevant KPB departments/service areas (e.g., Roads, Solid Waste).

PA – Prior to The Applicant Briefing

- ☐ Work with the KPB Grants Administrator and Finance Department to draft Scopes of Work (SOWs) and gather supporting documentation by PA Category to reimburse eligible costs. Aim to draft SOWs before the briefing to allow review with SEOC staff on-scene (reference Public Assistance Program and Policy Guide and ready.alaska.gov).
- ☐ Review SOWs with the mayor and request authorization to pursue Section 406 funds for mitigation in conjunction with the repair of disaster-damaged facilities under a federal DR.
- ☐ Prepare a list of questions in advance for the applicant briefing.
- ☐ For state disaster grants, deliver all documentation via two methods: (1) onto external drives and hand deliver to visiting SEOC members; and (2) upload documents to the SEOC's online portal "ZendTo."
- ☐ For federal disaster grants, upload all documentation through the FEMA Grants Portal.
- ☐ NOTE: The State of Alaska pays 100% of state disasters and pays the 25% non-federal share on behalf of the eligible jurisdiction for federal-declared disasters.

PA – Obligating Award Document (OAD)

- ☐ Review the awarding OAD for accuracy. All state and federal OADs are issued through the Alaska DHSEM.
- ☐ Complete the borough legislative process and obtain signature authorization from the mayor.
- ☐ Monitor OAD requirements quarterly and ensure all work is completed before the performance period deadlines.

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Recovery Assessment (RA) – Long-Term

During the RA phase, safety inspections and permitting activities will transition back to the appropriate jurisdictional departments (city, borough, or state) and critical infrastructure partners. Recovery coordination is transitioned to OEM; however, recovery objectives may demand ongoing IMT functions due to transitioning strategies.

RA ACTIONS

Restoration & Redevelopment

- ☐ Establish an EOC/IMT interface, recognizing that some recovery strategies will be protracted.
- ☐ Anticipate area specific restoration operations based upon completed RDAs.
- ☐ Engage local recovery resources for long-term recovery.
- ☐ Continue to use the Distribution Management Plan to address logistical challenges.
- ☐ Incorporate updates from VOADs and non-VOAD groups into JIS for ongoing public information.
- ☐ Work with cities, unincorporated communities, and tribal entities to identify mitigation projects.
- ☐ Coordinate with SEOC to establish a State Recovery Office within the disaster area(s). The State Recovery Office coordinates state and federal programs, including technical assistance to local communities and private nonprofit organizations for long-range planning and development.

Public Assistance – Project Transitions

- ☐ OEM is the point of contact and liaison between project managers, the Finance Department, and Alaska DHSEM - from initial project worksheet development to OAD closeout.
- ☐ Assign departmental or service area staff to manage recovery projects; for construction-based projects, KPB Capital Projects serves as the project manager.
- ☐ Complete emergency work within six months; request a time extension 45 days before the end date of the performance period.
- ☐ Complete permanent work within 18 months; request time extension 90 days before the performance period end date.
- ☐ Update Alaska DHSEM and seek approval for modifications to SOWs, performance periods, or budgets before implementing changes.
- ☐ Request the next funding “version” for phased PA projects (i.e., Version 0 completes design/engineering and cost estimates; whereas Version 1 funds construction).
- ☐ Request additional performance period extensions as needed (most disaster grants average 3–5 years due to project complexity or staffing transitions).

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	Hazard Mitigation Grant Program (HMGP) – Damaged and Undamaged Facilities
	☐ Apply for HMGP 404 grant through the Alaska (AK) DHSEM Grants Division. This program is based upon a percentage of the total amount allocated to a federal DR or FMAG (refer to the Multijurisdictional Hazard Mitigation Plan). NOTE: Planning or outreach projects may be awarded within 18 months; however, construction projects may take 3-5 years to see award (reference FEMA HMPG Guide and ready.alaska.gov).
	Alternate Grant Funding Sources
	☐ Collaborate with the KPB Grants Administrator to identify and pursue additional funding sources for mitigation projects or planning document updates.

Disaster Help Center Guidelines

A Disaster Help Center (DHC) serves as a centralized location where individuals and families can access disaster information and post-disaster services, including financial assistance, housing support, mental health resources, and insurance guidance. In the Kenai Peninsula Borough ("the borough"), the activation of a DHC depends on the scale of the disaster and accessibility to impacted communities. The borough may establish a DHC in private contracted facilities or in public facilities such as schools or civic buildings. All centers must be Americans with Disabilities Act (ADA)-accessible and capable of operating in areas with limited power or connectivity, particularly following major disruptions.

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DHC Imminent Phase – Initiation and Activation

This phase focuses on determining the need for a DHC, selecting appropriate sites, coordinating with partners, and establishing all necessary infrastructure and staffing. Early and thoughtful activation sets the foundation for efficient operations and equitable service delivery. Proper planning ensures the center is accessible, safe, and ready to meet the diverse needs of affected residents from day one.

RESPONSE ACTIONS

- ☐ Determine if thresholds for establishing a DHC have been met.
- ☐ Update the mayor regarding the need to establish DHC location(s).
- ☐ Review and implement the Standard Operating Guidelines (SOG) for DHC operations.
- ☐ Identify and select site locations considering distance from impacted populations, accessibility, ADA compliance, sufficient space, reliable power, sanitation, security, parking, and internet access.
- ☐ Set up the sites, including necessary equipment and supplies. Use the DHC SOG to gather logistic items such as Wi-Fi, signage, tables, and information technology (IT) hardware.
- ☐ Develop staffing plans for all DHC sites.
- ☐ Consider staffing site navigator positions to guide community members through the site and help identify services they may qualify for.
- ☐ Provide just-in-time training for all staff and volunteers on DHC protocols and client interaction.
- ☐ Initiate public messaging and outreach about DHC sites. Use local media, social media, and community partners to announce location(s) and operating hours.
- ☐ Confirm connectivity, data intake tools, and backup systems are functioning before opening to the public.

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DHC Response Phase – Operations and Management

This phase emphasizes public engagement by providing residents and visitors with vital information about the ongoing incident. A successful DHC operation prioritizes accessibility, cultural competency, and continuous adaptation to evolving incident needs. Through strong coordination and compassionate service, this phase ensures that individuals receive trusted information regarding ongoing mitigation efforts, reentry, and repopulation activities.

RESPONSE ACTIONS

- [ ] Identify and enlist services available to assist impacted populations. Consider including the State Emergency Operations Center (SEOC), Small Business Administration (SBA), Federal Emergency Management Agency (FEMA), Voluntary Organizations Active in Disaster (VOADs), and key KPB departments and service areas to confirm participation and roles.
- [ ] Provide regular updates to the mayor and support site visits as directed.
- [ ] Conduct daily briefings for volunteers within the DHC. Begin each operational period with a staff meeting to review roles, updates, and anticipated issues.
- [ ] Ensure all materials are available in multiple languages and formats (e.g., large print, American Sign Language [ASL] interpretation). Incorporate culturally competent services to meet diverse needs.
- [ ] Establish transportation services that support moving people from shelters or evacuation areas to the DHC if the site is not collocated with the shelter.
- [ ] Coordinate with DHC site supervisors to address crowd control, staff safety, and emergency procedures.
- [ ] Direct clients to appropriate assistance (housing, financial, legal, mental health, etc.) using a coordinated flow and referral system. Encourage clients to contact all services, even if they believe they may not qualify.
- [ ] Ensure crisis counselors and chaplains are available to support community members, regardless of their level of exposure.
- [ ] Monitor workload, provide breaks, and rotate responsibilities to prevent burnout.
- [ ] Monitor for safety hazards, enforce health protocols, and coordinate regular cleaning and restocking of supplies.
- [ ] Maintain regular communication with partners for updates on available services and resources.
- [ ] Work with site supervisors to establish mechanisms for gathering client feedback and reporting operational issues or incidents.
- [ ] Maintain records of services provided, unmet needs, and referrals. Submit this information as part of daily metrics to leadership.
- [ ] Evaluate the need to adjust operating hours, locations, staffing, or services based on demand.
- [ ] Conduct a daily facility inspection to document any damage.
- [ ] Prepare a daily summary report, including statistics on services provided, populations served, and identified unmet needs.

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DHC Recovery Phase – Deactivation

This phase involves winding down on-site services, transitioning open cases to long-term partners, and demobilizing resources. It also includes facility restoration, final reporting, and staff debriefings to capture lessons learned. Thoughtful deactivation ensures continuity of care for survivors and helps the jurisdiction improve future recovery center activations through a clear after-action process.

RESPONSE ACTIONS

- ☐ Assess whether community needs are being met or can be transitioned to other providers.
- ☐ Provide advance notice of closures or transitions (minimum of 72 hours is recommended) and include partner agencies in the decision-making process.
- ☐ Redirect clients to ongoing case management services, long-term recovery groups, or online portals for continued assistance.
- ☐ Collect and return all equipment, signage, and supplies.
- ☐ Clean and restore the facility in accordance with the usage agreement with the site owner.
- ☐ Conduct a final meeting to capture lessons learned, identify challenges, and gather recommendations for improvement.

Earthquake Guidelines

The most dangerous impacts from earthquakes include structural damage, landslides, ground failure, and injuries from falling debris. Earthquakes in this region can strike without warning and are often followed by aftershocks that may persist for days or weeks, increasing risk and complicating response efforts. Sustained aftershock activity and potential secondary hazards such as tsunamis require ongoing caution and readiness. For earthquake response, the Imminent Phase is not included due to the no-notice nature of this type of incident.

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Earthquake Response Phase

This phase is activated as soon as the initial impacts of the earthquake are confirmed and emergency operations commence. Given the potential for aftershocks, structural instability, and secondary hazards such as tsunamis or hazardous materials releases, ongoing situational awareness and operational flexibility are vital during this phase.

RESPONSE ACTIONS

- ☐ Verify earthquake magnitude, location, and depth through the Alaska Earthquake Center (AEC) and the United States Geological Survey (USGS).
- ☐ Initiate immediate safety check-in protocols for all on-duty staff, off-duty staff, responders, and Incident Management Team (IMT) personnel.
- ☐ Update the mayor to determine the appropriate Emergency Operations Center (EOC)/IMT activation level based on preliminary impact assessment and initiate staffing protocols.
- ☐ Consider activating the call center.
- ☐ Inform key partners and communities, including the State Emergency Operations Center (SEOC), tribal entities, utility providers, school districts, healthcare facilities, and Voluntary Organizations Active in Disaster (VOADs).
- ☐ Coordinate backup communications systems, including radios, satellite phones, and mobile repeaters, to ensure operational continuity among response partners.
- ☐ Request local Amateur Radio Emergency Service (ARES)/Radio Amateur Civil Emergency Services (RACES) groups to supplement disrupted communications networks.
- ☐ Coordinate with the AEC and USGS for real-time seismic data and aftershock briefings.
- ☐ Initiate contact with the Alaska Volcanic Observatory (AVO) and the National Weather Service (NWS) to monitor secondary threats such as tsunamis, landslides, dam failures, or volcanic unrest triggered by seismic activity.
- ☐ Disseminate hazard maps and safety zones, including tsunami evacuation zones where applicable.
- ☐ Request initial impact assessments from facility managers, including safety checks, building damages, utility disruptions, and operational impacts.
- ☐ Receive a report or situation report (SitRep) from the State regarding statewide impacts.

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	☐ Verify impacts to water sources from municipalities and the Alaska Department of Environmental Conservation (ADEC).
	☐ Support access to potable water based on requests from affected cities.
	☐ Refer to the Damage Assessment Guidelines.
	☐ Initiate shelter and other mass care coordination with VOADs to open or prepare warming centers and community shelters.
	☐ Support the establishment of emergency air transport zones for critical access to remote or isolated communities.
	☐ Coordinate with public health services or ADEC for potential water quality testing, sanitation support, and outreach to vulnerable populations in rural areas.

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Earthquake Recovery Phase

This phase focuses on the recovery and restoration of essential services once immediate threats to life and safety have been stabilized. Redistribution of displaced populations and the need for resource allocation are highly likely to occur over a period of days to weeks, depending on the severity of the event and the extent of the affected area. It is important to convey a sense of hope and coordinated assistance to assist the public with accessing aid and support.

RESPONSE ACTIONS

- ☐ Update the mayor and seek direction for consideration of a Local Disaster Emergency (LDE) declaration.
- ☐ Refer to the Damage Assessment Guidelines.
- ☐ Coordinate post-disaster inspections and permitting surge capacity by activating mutual aid agreements with other jurisdictions or state-level code enforcement teams.
- ☐ Support recovery-related transportation logistics, fuel resupply to isolated areas, or temporary traffic control in high-damage zones.
- ☐ Monitor for public health issues related to sanitation, disease, and disrupted services.
- ☐ Coordinate with VOAD partners to ensure continued delivery of unmet needs and household recovery support.
- ☐ Develop and implement a phased re-entry and repopulation strategy for evacuated areas, including structural clearance and restoration of essential services.

Emergency Operations Center Guidelines

Activation of the Emergency Operations Center (EOC) ensures a centralized command and coordination structure, enabling situational awareness, resource management, and communication among jurisdictional partners.

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EOC Activation Imminent Phase

Pre-incident activations are initiated in response to a potential threat, elevated risk, or emerging incident that may require coordination but has not yet escalated into a full-scale emergency. At this level, the Kenai Peninsula Borough (KPB) EOC enhances situational awareness, monitors developments, and prepares for possible escalation without committing to full staffing. By proactively engaging in early coordination and risk assessment, the EOC strengthens its ability to transition rapidly into higher activation levels if conditions worsen.

RESPONSE ACTIONS

- ☐ Receive notification and validate the event using credible sources.
- ☐ Obtain the mayor's prior approval for the Office of Emergency Management (OEM) to address imminent threats, referencing appropriate response guidelines when the OEM emergency contingency fund is authorized for use.
- ☐ Set initial incident and operational period objectives based on available situational awareness.
- ☐ Engage with cities and other neighboring jurisdictions to align planning and response protocols.
- ☐ Share initial information using OEM call-down lists.
- ☐ If affected, engage with Tribal and native village entities to ensure equitable response planning and access to culturally appropriate resources.
- ☐ Set up the EOC facility for operational readiness.
- ☐ Predetermine Incident Management Team (IMT) availability and assign initial activation key roles.
- ☐ Forecast 24-, 48-, and 72-hour resource needs to meet objectives based on incident complexity.
- ☐ If time allows, use available documents, reports, and information strategies, including previous incident documentation, to refine impact forecasting.
- ☐ Initiate situation reporting and documentation processes.
- ☐ Draft an Incident Action Plan (IAP), if needed, to be implemented if activation escalates.
- ☐ Share existing and relevant plans with appropriate cooperators.
- ☐ Establish disaster-specific finance codes to track costs throughout the incident.
- ☐ Facilitate Continuity of Operations Plan (COOP) meetings to address potential staff access issues, service delivery disruptions, and facility closures.
- ☐ Share preparedness messaging and issue alerts or advisories through KPB Alerts, email distribution lists, local media, and social media channels.

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	☐ Draft an information strategy in anticipation of expanded Public Information Officer (PIO) functions.
	☐ Ensure security and access control at the EOC by implementing sign-ins, badges, and restricted access protocols.

EOC Activation Response Phase – EOC Response

EOC activations represent partial and full activation of the EOC in response to an incident with significant impacts on the community, critical infrastructure, or regional services. This activation reflects a sustained operational posture requiring coordinated response efforts across multiple disciplines and jurisdictions.

RESPONSE ACTIONS

- ☐ Activate the EOC and conduct an in-briefing to assigned IMT positions within two hours of activation.
- ☐ Update key personnel on the situation, including department leads, administration, elected officials, city or tribal EOCs, and other cooperators.
- ☐ Consider activating the call center to manage public inquiries, direct damage reporting, and route assistance requests.
- ☐ Establish and maintain communication and coordination with the on-scene Incident Commander (IC) and other key field responders.
- ☐ Facilitate mass notification or safety guidance messaging in affected areas through mass notification systems, social media, and traditional media resources.
- ☐ Establish IAP and operational objectives within 12 hours of notification.
- ☐ Participate in the Joint Information Center (JIC) to ensure consistent messaging across partners.
- ☐ Monitor social media and public inquiries for misinformation and potential cascading threats.
- ☐ Conduct rapid needs assessments for impacted areas using community call-down lists.
- ☐ Assess the need for emergency permitting processes.
- ☐ Confirm with the mayor regarding the need to declare a Local Disaster Emergency (LDE).
- ☐ Notify SEOC and regional emergency partners of potential and actual requests for resource assistance that are beyond the KPB's capacity.
- ☐ Establish staging areas to support the field operations.
- ☐ Request situational updates from the IC, other field responder units, and the cities and Tribal entities.
- ☐ Support impacted cities with LDEs as needed, including preliminary damage assessments for potential state/federal assistance.
- ☐ Track all incident costs, hours, and resources for documentation and potential reimbursements.
- ☐ Assist impacted agencies on COOP execution and recovery.
- ☐ Provide regular updates to the mayor, SEOC, and key community partners.
- ☐ Establish a cooperators' meeting schedule with core stakeholders and jurisdictional leaders based upon the current response tempo.
- ☐ Realign IAP objectives and update the situation report (SitRep) based on operational progress.
- ☐ Monitor reports, live feeds, and update status boards to maintain situational awareness.
- ☐ Track and validate resource requests by maintaining resource status tracking boards.
- ☐ Track, address, and mitigate critical infrastructure impacts in collaboration with departments/service areas, noting status and disruption timelines.

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	☐ Coordinate with utility providers to validate and compile real-time reports of infrastructure damage in collaboration with the SEOC.
	☐ Refer to the Damage Assessment Guidelines for appropriate evaluations.
	☐ Consider activating procedures to manage donations and spontaneous volunteers.
	☐ Provide food, rest periods, and support to IMT staff for sustained operations.
	☐ Activate or prepare mass care operations in coordination with VOAD partners.
	☐ Support culturally relevant outreach and resource navigation for Alaska Native and other historically underserved populations.
	☐ Coordinate information exchange with the Joint Information System (JIS)/JIC to ensure public messaging directs residents to available resources and away from unsafe or impacted facilities (refer to the JIS Guidelines).

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EOC Response Phase – Damage Assessment

Damage assessments are done in tandem with incident response actions, assisting incident commanders and the EOC in prioritizing response activities and allocating resources immediately following an event. From rapid assessment to joint verifications, the final damage assessment reports aid in recovery as well as confirm eligibility for reimbursements under state and federal Public Assistance (PA) and Individual Assistance (IA) grant programs.

RESPONSE ACTIONS

- ☐ Refer to the Damage Assessment Guidelines for expanded actions.
- ☐ Facilitate briefings between the mayor, IMT, Damage Assessment Teams, and the EOC at each stage of the damage assessment process.
- ☐ Update the incident within an incident plan as appropriate and review with the IMT.
- ☐ Consider developing a debris management plan specific to the incident, aligned with the current stage(s) of the damage assessment process.

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EOC Recovery Phase – Demobilization Transition

As immediate response operations conclude and conditions stabilize, the EOC transitions to recovery coordination and the demobilization of response efforts. Effective demobilization ensures a safe and orderly return to routine operations while preserving operational data for reimbursement, after-action reviews, and continuous improvement processes.

RESPONSE ACTIONS

- ☐ Develop and distribute a demobilization plan including timelines, staffing drawdown, equipment returns, and transition to recovery operations.
- ☐ Continue using the developed communications plan, including key unified messages about safety, financial assistance, rebuilding guidance, and dispelling rumors.
- ☐ Continue to coordinate with federal and state agencies to expand Disaster Help Centers (DHCs) if warranted.
- ☐ Coordinate with the mayor to host public meetings or outreach events to provide guidance, share resources, and address resident concerns.
- ☐ Maintain transparent public communications about recovery timelines, repairs, and mitigation efforts.
- ☐ Engage with local businesses and chambers of commerce to assess economic impacts and connect them to recovery resources such as Small Business Administration (SBA) Disaster Loans or state-level relief.
- ☐ Coordinate a Long-Term Recovery Group if significant unmet needs exist, to manage casework, donations, and long-term housing repair.
- ☐ Resupply emergency resources by replacing used materials and updating inventories.
- ☐ Collect, organize, and store all forms and records for inclusion in the official event files.
- ☐ Reintegrate response personnel back into their normal duties.
- ☐ Capture final impacts, response effectiveness, and key issues in a final SitRep and incident summary.
- ☐ Develop an After-Action Report (AAR) and Improvement Plan (IP) with input from both internal and external partners.
- ☐ Review and update response plans and Standard Operating Procedures (SOPs) across KPB departments and partner organizations.

Evacuation Guidelines

Evacuation operations must account for limited transportation routes, remote communities, and seasonal shifts in hazards. Key evacuation corridors may be vulnerable to blockages caused by wildfire, avalanches, or flooding. Planning should consider variable travel times, fuel availability, and communication limitations in rural areas. Coordination among the Kenai Peninsula Borough (KPB) Office of Emergency Management (OEM), Alaska State Troopers, and local jurisdictions is crucial to facilitate safe and effective evacuations. Messaging and accessible route mapping are crucial for supporting timely decision-making by residents and visitors.

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Evacuation Imminent Phase – Decision and Notification

This phase begins with the rapid assessment of evolving threats and determines whether conditions warrant a precautionary or mandatory evacuation. Timely and accurate public warnings are critical, particularly for vulnerable populations. Coordination with partner agencies and the use of multiple public alert systems ensure the widest and most effective reach. Decisions made during this phase directly influence public compliance, operational efficiency, and overall safety outcomes.

RESPONSE ACTIONS

- ☐ Assess threat and risk using real-time hazard data, field reports, and predictive models to evaluate the need for evacuation.
- ☐ Activate the Emergency Operations Center (EOC) and determine initial Incident Management Team (IMT) staffing based on the incident scale.
- ☐ Develop management action points based on hazard impact projections, threat severity, and situational intelligence.
- ☐ Maintain constant communication with the mayor, particularly when changes to evacuation status are being considered.
- ☐ Develop an evacuation plan based on incident-specific conditions, in collaboration with law enforcement (LE), IMT, the Alaska Department of Transportation (DOT), and municipal road departments.
- ☐ Prepare and stage signage and traffic control barricades for key evacuation corridors.
- ☐ Identify locations for Temporary Evacuation Entry Points (TEEPs) and initiate TEEP Standard Operating Guidelines (SOGs) and staffing resources.
- ☐ Issue evacuation notices using the “Ready, Set, Go!” framework, providing clear instructions, zone-specific details, and multiple dissemination platforms (KPB Alerts, outdoor sirens, Emergency Alert System, National Oceanic and Atmospheric Administration [NOAA] Weather Radio, social media, local broadcasters, Amateur Radio Emergency Service [ARES]).
- ☐ Coordinate dissemination of public messaging with the call center staff.

All acronyms and abbreviations used in this annex are defined in the Acronyms and Abbreviations List, maintained as a separate supporting document to the EOP.

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	☐ Provide tailored evacuation messaging to access and functional needs (AFN) populations.
	☐ Update EOC/IMT personnel with changes in evacuation status to amplify coordinated Joint Information System (JIS) messaging among responding agency partners.
	☐ Begin tracking available transportation assets, including Americans with Disabilities Act (ADA)-accessible vehicles.
	☐ Establish field teams for evacuation support. Consider utilizing the State Voluntary Organizations Active in Disaster (VOAD) coordinator and other trained volunteers for field-level assistance.
	☐ Consider conducting door-to-door notifications in remote areas or those without reliable connectivity.
	☐ Coordinate with shelter or Disaster Help Center (DHC) operations to direct displaced people to safe locations.
	☐ Coordinate with the school district or VOAD organizations for evacuation support.
	☐ Establish evacuee accountability and registration tracking systems.

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Evacuation Response Phase – Operations and Management

Once an evacuation has been ordered, the focus shifts to the active execution of movement and sheltering strategies. Clear route management, public safety, and access to mass care services are essential. Special considerations must be given to individuals with AFN, non-English speakers, and those without personal transportation.

RESPONSE ACTIONS

- ☐ Update the mayor and seek direction on a potential Local Disaster Emergency (LDE) declaration based on initial damage assessment (DA) reports.
- ☐ Coordinate with the IMT, EOC, law enforcement (LE), and Alaska DOT to activate the evacuation plan, including traffic control measures, barricades, signage, traffic officers, and contra-flow directives.
- ☐ Deploy transportation resources (e.g., school buses, ADA-accessible vans, partner agency vehicles) to assist individuals without transportation or those with mobility challenges.
- ☐ Monitor evacuation routes for congestion, hazards, or access issues, and provide detours as needed.
- ☐ Stage fuel resupply along evacuation routes, including fuel caches or mobile tankers for first responders.
- ☐ Maintain situational awareness through call center operations to track emerging issues.
- ☐ Coordinate with adjacent jurisdictions for cross-boundary evacuation support.
- ☐ Open shelters or DHC to provide basic needs support.
- ☐ Provide staff relief rotations for shelters, DHC, TEEPs, and EOC operations.
- ☐ Ensure behavioral health support, chaplains, and psychological first aid are available at shelters, DHC, and TEEPs.
- ☐ Coordinate with the State VOAD coordinator to support shelter operations.
- ☐ Document all resource deployment and identify unmet needs for operational visibility.
- ☐ Establish documentation flow from shelters, DHC, and TEEP sites to the EOC for situational awareness.
- ☐ Provide informational updates to the EOC, including evacuation messaging, mapping, timelines, and population counts.
- ☐ Provide regular public updates through the Joint Information System (JIS) and call center.
- ☐ Support family reunification efforts for displaced persons.

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Evacuation Recovery Phase – Transition to Re-entry and Re-Population

This phase marks the transition from response to early recovery. Re-entry decisions are guided by comprehensive damage assessments, safety inspections, and interagency coordination to ensure public safety and the functionality of critical infrastructure. Phased or prioritized re-entry plans are developed based on geographic, operational, or risk-based factors. Clear and effective communication with the public during this phase supports safe returns and helps manage expectations. Additionally, community services play a key role in assisting residents during the initial stages of recovery.

RESPONSE ACTIONS

- ☐ Coordinate with response partners to conduct initial damage and safety assessments of buildings, infrastructure, and homes to determine whether conditions are safe for re-entry into evacuated areas.
- ☐ Ensure debris removal and hazard mitigation measures are completed or underway.
- ☐ Collaborate with local jurisdictions, cooperating agencies, and community stakeholders to refine and implement re-entry and repopulation plans, informed by validated damage assessments, infrastructure restoration progress, and evolving community needs.
- ☐ Develop and issue phased re-entry guidance, prioritizing critical workers and infrastructure crews first, followed by residents, then the general public.
- ☐ Use a zoned approach to phased re-entry, applying the “Ready, Set, Go!” framework.
- ☐ Coordinate re-entry support checkpoints for verification and safety.
- ☐ Ensure the EOC provides the Public Information Officer (PIO) with timely updates on re-entry timelines, safety considerations, and available services, supporting accurate and coordinated messaging across all communication channels.
- ☐ Communicate re-entry timelines, safety information, and service availability through all public information platforms.
- ☐ Provide public messaging on re-entry status, safety issues, and services.
- ☐ Coordinate public health outreach and sanitation efforts in affected communities.
- ☐ Utilize the DHC to disseminate recovery assistance information, distribute cleanup supplies, testing kits, and basic personal protective equipment (PPE). Consider deploying spiritual and mental health providers to support individuals who have lost property.
- ☐ Request and monitor reports on the security status of evacuated areas.
- ☐ Support fatality management operations and family reunification protocols.
- ☐ Continue sheltering and transitional housing support as needed.
- ☐ Support economic recovery by facilitating business re-entry.
- ☐ Monitor unmet needs and initiate long-term recovery referrals and case management.

Flooding Guidelines

The most significant impacts of flooding include the rapid inundation of roadways, homes, and infrastructure, particularly near river mouths and stream systems. Flooding can be caused by snowmelt, heavy rainfall, or ice jams. The National Weather Service (NWS) and the United States Geological Survey (USGS) monitor river conditions and issue flood watches and warnings.

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Flooding Imminent Phase – Increased Threat

Rivers and stream corridors are exhibiting signs of above-average seasonal levels. Although streamflow may change after heavy rainfall or rapid snowmelt, debris or material discharges from mountains should be closely monitored for potential flooding.

RESPONSE ACTIONS

- ☐ For the eastern peninsula, coordinate with the USGS, NWS, Alaska Department of Transportation (DOT), the Seward-Bear Creek Flood Service Area (SBCFSA), and local hydrologists to assess streamflow, sediment buildup, and debris potential. Refer to the SBCFSA Flooding Playbook.
- ☐ Review stream gauges to monitor real-time flow data for at-risk mountain watersheds and fan outflow zones.
- ☐ Monitor flood risk indicators using NWS Spot Forecasts, river gauges, and ground saturation reports.
- ☐ Update the mayor and consider activating the Emergency Operations Center (EOC)/Incident Management Team (IMT) if conditions escalate.
- ☐ Review dam and levee safety reports, drainage basin and glacial release assessments, and recent debris flow activity.
- ☐ Establish real-time visual monitoring using Unmanned Aerial Systems (UAS), Civil Air Patrol flyovers, and USGS high-visibility river cameras.
- ☐ Identify critical facilities in flood-prone areas, verify emergency power, backup access, and fuel status.
- ☐ Review contingency plans for remote or easily isolated communities.
- ☐ Identify evacuation routes for communities in or near flood-prone areas.
- ☐ Identify and prepare evacuation routes and shelter readiness for at-risk communities.
- ☐ Review and activate evacuation checklists; initiate evacuation planning efforts as needed.
- ☐ Draft pre-scripted messages for layered and zone-based evacuation messages.
- ☐ Pre-stage heavy equipment and other protective resources.
- ☐ Coordinate pre-event briefings with Alaska DOT, public works, and law enforcement (LE).
- ☐ Coordinate public messaging with the Alaska Department of Environmental Conservation (ADEC) to emphasize safety protocols and protective actions.
- ☐ Alert Voluntary Organizations Active in Disaster (VOAD) teams for potential neighborhood-level outreach.

All acronyms and abbreviations used in this annex are defined in the Acronyms and Abbreviations List, maintained as a separate supporting document to the EOP.

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Flooding Response Phase – During and Immediately After Flooding

Flooding is approaching, with significant and unpredictable inundation expected in developed areas near stream channels and low-lying terrain. Flooding may also be underway or suspected, with rapidly changing flow paths and the deposit of sediment and debris within hours of peak stream discharge.

RESPONSE ACTIONS

- ☐ Update the mayor and recommend activating the EOC/IMT.
- ☐ Provide climate projections, flood stage data, and historical trends to the mayor and seek direction for consideration of a Local Disaster Emergency (LDE) declaration based upon initial damage assessment (DA) reports.
- ☐ Secure high-risk or actively flooding areas, prioritizing public safety.
- ☐ Coordinate with Alaska DOT and the KPB Road Service Area Department on road closures, washout reports, culvert failures, and signage.
- ☐ Monitor river and creek levels in consultation with weather authorities.
- ☐ Support Emergency Medical Services (EMS), LE, and search and rescue operations for any stranded individuals or medical emergencies.
- ☐ Coordinate operations with utilities, Alaska DOT, SBCFSA, and KPB Road Service Area Department.
- ☐ Deploy field liaisons with radios in at-risk neighborhoods to monitor and report on flow changes or breaches.
- ☐ Consider a geospatial incident tracking board to log new flow paths, sediment fans, and blocked routes in real-time.
- ☐ Consult engineering subject matter experts to advise on stabilization and threat forecasting.
- ☐ Request mutual aid or state resources once local capacity is exceeded.
- ☐ Evaluate emergency protective measures, costs, and estimated damages; report findings to the mayor for LDE updates and submit to the State Emergency Operations Center (SEOC).

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Flooding Recovery Phase – Floodwaters Receding

Redistribution of silt and debris, including ice, woody material, and altered terrain, across affected areas is highly likely to continue for weeks to months, depending on environmental conditions and the pace of cleanup efforts.

RESPONSE ACTIONS

- ☐ Refer to the Damage Assessment Guidelines for preliminary damage assessment actions.
- ☐ Distribute safety guidance for returning to structures with flood, electrical, or septic damage.
- ☐ Distribute post-flood safety advisories on unstable ground conditions, sediment-covered septic or well systems, and mold mitigation.
- ☐ Coordinate debris removal and sediment cleanup with maintenance, Road Service Area (RSA), and Alaska DOT.
- ☐ Establish community collection points for contaminated debris and waste.

Joint Information System Guidelines

Overview

During large-scale, area-wide wildfire responses, agency administrators include the JIS in the Delegation of Authority (DoA).

The Joint Information System (JIS) is always in effect as an interagency agreement. The JIS enables participating agencies to coordinate information products and public-facing communications through a scalable Joint Information Center (JIC) that may operate virtually, collocated with the Call Center, or in a hybrid configuration. During a local disaster emergency (LDE), the Kenai Peninsula Borough (KPB) Office of Emergency Management (OEM) automatically facilitates JIS coordination and ensures alignment with Emergency Operations Center (EOC) objectives, Incident Command (IC) priorities, and Call Center operations. Outside of these conditions, participating agencies may request JIS activation independently. This annex should be used alongside the Call Center Guidelines and other relevant annexes. The EOP Base Plan provides overarching guidance on public information coordination, including the role of the EOC, activation considerations for the JIS/JIC, and integration with OEM Call Center operations. This annex provides detailed procedures for implementing those functions.

The JIS provides a coordinated structure for developing, approving, and distributing accurate, timely, and consistent public information during areawide, multi-agency responses while maintaining an effective Incident Management Team (IMT)/EOC interface. Participating agencies retain authority over agency-specific messaging while coordinating through the JIS to support life safety priorities, maintain unity of effort, and avoid conflicting information.

When activated, the JIC performs core public information functions, including:

- Coordination and approval of shared key messages and public information products
- Media coordination and support
- Public inquiry intake and response, including rumor monitoring and misinformation correction
- Coordination of briefing schedules and release timing
- Alignment of public messaging with operational objectives and life safety priorities

Notification and Activation

JIS coordination may be initiated through either external or internal activation. Activation may occur at the request of a partner agency (external) or through initiation by a KPB department or Service Area (internal).

All acronyms and abbreviations used in this annex are defined in the Acronyms and Abbreviations List, maintained as a separate supporting document to the EOP.

For all activation requests, an initial determination is made regarding the need for coordinated public information, establishment of leadership and authority, and preparation of JIS resources to support the incident.

Escalation Levels

JIS coordination scales to match incident complexity, duration, and public information demand; it may escalate incrementally without requiring EOC activation. Coordination may begin when public information needs exceed the capability of a single organization, when multiple agencies are involved, or when significant impacts to life safety or the environment are anticipated.

- **Public Information Officers (PIO) Coordination Only:** Limited, short-duration coordination in which one or more PIOs align facts to avoid conflicting information. Shared products or a formal JIS may result from the initial PIO coordination as an effort to maintain situational awareness.
- **JIS Coordination with Call Center:** Sustained coordination includes shared key messages, talking points, and briefing schedules, while OEM Call Center operations perform core JIC functions.
- **Expanded JIC Operations:** High complexity or prolonged coordination requiring a designated JIC Manager, expanded staffing, formal coordination rhythms, and JIC operations that exceed baseline Call Center capabilities through virtual, collocated, or hybrid configurations.

JIC Configuration Options

Operations may be virtual, collocated, or hybrid; the configuration is selected based on incident complexity, geography, staffing availability, and communications requirements.

- **Virtual JIC:** Used when collocation is not required or feasible. Coordination occurs through scheduled meetings, shared document repositories, and defined approval and distribution processes. In virtual configurations, the OEM Call Center continues to serve as the primary public-facing JIC for inquiry intake, rumor control, and message reinforcement.
- **Collocated JIC:** Used when sustained media presence, high public inquiry volume, or operational complexity warrants shared workspace and equipment. The collocated JIC location is typically the OEM facility, where Call Center and JIC functions are integrated.
- **Hybrid JIC:** Combines a physical workspace with remote participation. In hybrid configurations, the OEM Call Center provides the physical JIC location, while additional PIOs and specialists support operations virtually or from secondary locations.

For most incidents, the JIC core functions are performed from the OEM Call Center.

Response Guidelines

This section provides operational guidance for implementing the JIS through defined phases of coordination and response. The checklists that follow are organized by operational phase and are intended to support decision-making, coordination, and task management. The phases reflect the typical progression of public information coordination but may be entered, escalated, or exited based on incident conditions.

The operational phases addressed in this section are:

- **Imminent Phase – Notification and Activation:** Focuses on determining the need for JIS coordination, establishing leadership and authority, confirming participating agencies, and selecting the initial operational configuration.
- **Response Phase – Operations and Management:** Supports sustained, coordinated public information during active response and early recovery, with emphasis on information validation, consistent messaging, interagency coordination, and responsiveness to public and media needs.
- **Recovery Phase – Demobilization and Transition**: Addresses orderly demobilization of JIS and JIC operations, transition to routine communications, preservation of documentation, and preparation for after-action review.

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JIS Imminent Phase – Notification and Activation

This phase addresses the actions required to initiate JIS coordination. Emphasis is placed on determining the need for coordinated public information, establishing leadership and authority, and preparing JIS resources. The checklists distinguish between internal and external activation actions, depending on whether coordination is initiated by the Borough or requested by a partner agency.

Note: When a DoA or Letter of Expectation (LoE) is executed, the lead agency should reference this annex to define coordination expectations between the agency administrators, IMT, and the JIC/JIS. This annex does not alter statutory authorities of participating agencies.

NOTIFICATION/ACTIVATION ACTIONS - EXTERNAL

- ☐ Confirm incident status.
- ☐ Confirm this JIS Annex is included in the DoA or LoE from requesting lead agency.
- ☐ Participate in initial PIO coordination call
  - Identify lead agency objectives
  - Identify constraints and sensitivities
- ☐ Determine initial JIS operational configuration
  - Virtual
  - Collocated
  - Hybrid
- ☐ Determine whether the lead agency is requesting OEM assistance with borough assets and to what extent.
- ☐ Obtain borough mayor's approval to proceed with JIS activation, supporting outside request.
- ☐ Notify OEM Duty Officer of requested JIS activation.
- ☐ Confirm internal financial procedures with KPB Finance Department.
- ☐ Confirm external financial procedures with participating agencies.
  Note: Agencies participating in JIC operations are responsible for costs associated with their representatives, unless otherwise specified in a DoA/LoE or separate agreement.
- ☐ Assign Lead PIO or JIC Manager. Coordinate shared staffing with lead agency.
  Note: OEM may provide or help source qualified positions, depending on incident scope and agreements.
- ☐ Document activation decisions, timeframes, and participating agencies.

NOTIFICATION/ACTIVATION ACTIONS - INTERNAL

- ☐ Confirm incident status.
- ☐ Determine JIS escalation level.
- ☐ Identify partner agencies participating in JIS operations.
- ☐ Confirm DoA or LoE when applicable (i.e., agency administrators will include this JIS Annex for wildfire response).
- ☐ Initiate PIO coordination call with partner agencies.

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	☐ Determine initial JIS operational configuration • Virtual • Collocated • Hybrid
	☐ Update borough mayor • Participating agencies • Type of JIS operations
	☐ Confirm internal financial procedures with KPB Finance Department.
	☐ Notify OEM Duty Officer of requested JIS activation.
	☐ Update Incident Command (IC) if the EOC is already activated.
	☐ Assign Lead PIO or JIC Manager. Identify whether positions are temporary or contractual.
	☐ Determine if additional support is needed from unaffected PIOs in partner agencies.
	☐ Document activation decisions, timeframes, and participating agencies.

Response Phase – Operations and Management

This phase supports sustained, coordinated public information during active response and early recovery. Emphasis is placed on consistent messaging, real-time coordination, and responsiveness to public and media needs. The checklists are applicable to external or internal-requested operations.

OPERATIONS ACTIONS

Information Validation and Process

- [ ] Establish a standardized process, integrating a streamlined EOC/IMT interface utilizing:
    - Verified information
    - Unknown information
    - Sensitive or restricted information
    - Actions in progress to meet 24-48-72 outlooks
- [ ] Maintain information flow between IC, EOC, and the JIC (including OEM Call Center, which serves as the JIC Core when activated).
- [ ] Collect verified updates from participating agencies and subject matter experts.

Coordination and Meetings

- [ ] Establish scheduled PIO/JIC/Call Center coordination meetings.
- [ ] Participate in cooperators and planning meetings.
- [ ] Integrate JIC operations with EOC objectives and Call Center operations.

Public Messaging and Engagement

- [ ] Refine public engagement cadence using the approved communications strategy developed for OEM EOC PIO and the incident IMT PIO interface.
- [ ] Ensure participating agencies are represented and supporting JIC operations.
- [ ] Maintain deadlines for agency partners' inputs for all joint products.
- [ ] Develop, approve, and update shared key messages and talking points.
- [ ] Confirm that agency-specific approvals occur by established deadline.
- [ ] Confirm and utilize external communication channels to amplify messaging:
    - Activate KPB OEM social media platforms for multi-agency incident information, utilizing https://kpboem.blogspot.com/, https://info.kpb.us/, and Facebook @KPBalerts.
    - Coordinate cross-posting with participating agencies
    - Utilize agency listservs or mass email distribution systems
    - Incorporate approved excerpts into press releases, advisories, and briefings
    - Support public meetings, community updates, and media interviews
    - Coordinate use of public alert and warning systems (e.g., Integrated Public Alert & Warning System [IPAWS], KPB Alerts)
- [ ] Coordinate accessible and inclusive messaging, including access and functional needs (AFN) considerations.
- [ ] Monitor social media and public inquiries for misinformation or emerging issues.
- [ ] Monitor triggers and report to JIC Manager, Lead PIO, or IC.

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MANAGEMENT ACTIONS

- ☐ Reference Call Center Annex when OEM Call Center serves as JIC Core.
- ☐ Modify workspace as needed
  - Meeting space
  - Break areas
  - Access control
- ☐ Maintain logistical support for JIC operations
  - Food
  - Equipment
  - Connectivity

Note: Participating agencies should bring a 72-hour go-kit.

- ☐ Coordinate with the JIC Manager, Lead PIO, and participating agencies to track staffing levels, relief needs, and shift schedules.
- ☐ Maintain daily task schedule and ensure timely release of all JIC products.
- ☐ Align JIC management strategies with the approved communications strategy.
- ☐ Establish escalation triggers to JIC Manager or Lead PIO
  - Evacuation status
  - Responder injuries
  - Policymaker or media inquiries
  - Misinformation increases
- ☐ Resource additional PIOs and support staff as needed.
- ☐ Manage work schedules and conduct in-briefings during personnel transitions.
- ☐ Confirm SME availability when additional information is needed.
- ☐ Manage approved demobilization plan and glide path.

SOCIAL MEDIA STANDARDS

- ☐ Confirm authorized users and posting permissions.
- ☐ Establish posting schedule with incident IMT PIO.
- ☐ Establish social media cross-posting schedule with participating agencies.
- ☐ Apply plain language and accessibility standards.
- ☐ Apply standardized naming, timestamps, and branding.
- ☐ Apply agreed-upon blackout protocols when activated:
  - Guidance on when to allow readers to correct misinformation vs when to intervene to manage rumors.
  - Restrictions on non-incident content or responder-injury coverage.
  - Clarification of impacted agency responsibilities.
- ☐ Elevate triggered content to JIC manager, Lead PIO, or IC.
- ☐ Identify content for after-action reporting.

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DOCUMENT STANDARDS
☐ Ensure use of required ICS forms • ICS-211 (check in/out), • ICS-213 (resource request) • ICS-214 (daily unit log)
☐ Maintain media public inquiry logs.
☐ Use the National Wildfire Coordination Group naming convention for electronic records.
☐ Confirm agency branding standards are followed.
☐ Apply social media archiving requirements.

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Recovery Phase – Demobilization and Transition

Demobilization begins when information demand stabilizes or decreases and full JIC operations are no longer required. Emphasis is placed on an orderly transition, documentation preservation, and preparation for after-action review. The checklists are applicable to external or internal-requested operations.

DEMOBILIZATION ACTIONS

- ☐ Assess ongoing public information needs against forecasted operational tasks to determine JIC glidepath.
- ☐ Coordinate demobilization plan with lead agency and OEM.
- ☐ Notify participating agencies of demobilization actions and assignments for transition plan.
- ☐ Determine evergreen messaging to be shared among participating agencies, leveraging social and traditional media.
- ☐ Communicate the JIS closure timeline to internal and external audiences.

TRANSITION ACTIONS

- ☐ Transition evergreen products to social media platforms, including agency-specific communications as appropriate.
- ☐ Post “dormant statement” to blog https://kpboem.blogspot.com/.
- ☐ Compile documentation package to include:
  - Transition plan
  - ICS forms
  - Logs
  - Key products
  - Significant decision points
  - Recommendations based on lessons learned
- ☐ Transfer documentation per incident documentation plan.
- ☐ Inventory and return equipment.
- ☐ Reorder expended supplies.
- ☐ Schedule or participate in after-action review
  - Internal activation – submit to Plans
  - External activation – participate with lead agency

Pet Sheltering Guidelines

Pet sheltering during response operations presents risks related to animal health, safety, and integration with human sheltering. Companion animals may be exposed to stress, disease transmission, or injury if not managed in secure and sanitary environments. Sheltering demands may persist for days or weeks, depending on the duration of the incident and ongoing displacement of households. Coordination with veterinary partners, local animal control, and volunteer organizations is required to provide timely updates and guidance on sheltering capacity and requirements.

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Pet Sheltering Imminent Phase– Initiation and Activation

Pet sheltering is activated in coordination with general population shelters. Because of the importance of animals to their owners, timely and organized activation is critical to ensuring the safety and care of pets during evacuations. This phase includes pre-designating pet-friendly shelter sites, coordinating with animal care partners, and deploying trained personnel and supplies to support incoming animals. Activation must align with the Kenai Peninsula Borough's (KPB) broader emergency sheltering plan to promote co-location whenever possible.

RESPONSE ACTIONS

- ☐ Incorporate critical partners with a focus on animal care and well-being. Include Tribal, local, and state animal services such as animal control officers, shelters, veterinary staff, and other volunteer organizations.
- ☐ Identify and pre-designate pet-friendly shelter locations (co-located or adjacent to human shelters, when feasible) that include designated outdoor and indoor areas for animals.
- ☐ Strongly encourage pet owners to provide supplies for each of their pets, including a collar or harness with identification tag, leash, water, bowls, bedding, food, and medications.
- ☐ Develop and implement a credentialing process for pet shelter workers, including veterinarians and volunteers.
- ☐ Develop and implement a pet registration and tracking system, integrated with the human shelter intake system when possible.
- ☐ Establish procedures for pet intake, tracking, feeding, waste management, and medical triage.
- ☐ Identify a clear integration of a Pet Shelter Branch under the Mass Care Group for the Incident Management Team (IMT).
- ☐ Facilitate regular communication between pet shelter staff and human shelter managers.
- ☐ Coordinate with the Public Information Officer (PIO) to include pet sheltering messages in public messaging from opening to closing facilities.
- ☐ Establish logistical staging areas to accept pet- and animal-focused donations, and issue broad public requests for needed items.
- ☐ Deploy trained personnel or request animal response team support.

All acronyms and abbreviations used in this annex are defined in the Acronyms and Abbreviations List, maintained as a separate supporting document to the EOP.

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	☐ Access or acquire pet shelter equipment and supplies, including crates, food, leashes, gloves, bowls, microchip scanners, and disinfectants.
	☐ Set up shelter layout protocols using species-specific separation.
	☐ Establish and maintain health and safety protocols to prevent zoonotic diseases and ensure safe animal handling.
	☐ Establish clear intake and identification procedures, including photos and owner contact information.
	☐ Post signage for pet owners on shelter rules, hours, and handling procedures.

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Pet Sheltering Response Phase – Operations and Management

During this phase, staff and volunteers manage intake and registration, provide food and water, administer basic medical care, and ensure animals are housed in species-appropriate enclosures. Clear communication with pet owners, enforcement of behavioral safety protocols, and coordination with veterinarians and animal welfare organizations are essential. Within the borough, shelters may need to operate with limited staff and resources, making close coordination with regional partners and reliance on pre-positioned supplies critical to ensuring continuity of care.

RESPONSE ACTIONS

- ☐ Conduct animal intake by collecting owner info, assessing pet health and behavior, and assigning kennel space with proper labeling.
- ☐ Encourage families to provide primary care services for their pets, including providing food, water, clean enclosures, exercise, and monitoring animal well-being. Provide additional support to struggling families as resources allow.
- ☐ Conduct daily inspections for facility safety and animal welfare.
- ☐ Assign a liaison officer to coordinate with external animal rescue agencies.
- ☐ Document expenditures and volunteer hours for tracking.
- ☐ Implement infection control protocols, including isolation areas for sick or aggressive animals.
- ☐ Maintain regular reporting between the shelter and the Emergency Operations Center (EOC).
- ☐ Ensure staffing to provide 24-hour animal care and monitoring. Owners should provide basic care needs whenever possible, including feeding, exercise, and cleaning.
- ☐ Establish behavioral support and stress mitigation practices for animals, as resources permit.
- ☐ Coordinate with veterinary partners for emergency medical care, vaccinations, and health checks.
- ☐ Post signage and maintain recordkeeping and access control systems to ensure safety and manage owner visitation.
- ☐ Track resource usage and submit requests as needed.
- ☐ Ensure staffing rotations with personnel available for 24-hour shifts at all sites.
- ☐ Communicate regularly with pet owners about animal status, care, and reunification procedures.
- ☐ Monitor animal stress and behavior; adjust handling or housing as needed to reduce anxiety or aggression.
- ☐ Ensure staff and volunteer safety through clear shift assignments, job aids, and safety briefings.

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Pet Sheltering Recovery Phase – Transition and Demobilization

This phase focuses on reuniting animals with their owners, coordinating long-term placement if necessary, and decontaminating and restoring shelter facilities. Accurate recordkeeping and collaboration with adoption agencies or foster networks may be required for unclaimed animals. In the borough, where remote communities may face delays in access or communications, demobilization efforts must be flexible and account for extended care needs. Lessons learned during sheltering should be captured to improve future planning and coordination for animal care in disaster situations.

RESPONSE ACTIONS

- ☐ Deactivate pet shelter operations systematically, ensuring all animals are accounted for.
- ☐ Initiate pet-owner reunification protocols, including identification checks, photographs, and transfer forms.
- ☐ Facilitate long-term placement for unclaimed animals (e.g., foster care or adoption).
- ☐ Update and maintain the pet tracking database until all cases are resolved.
- ☐ Dispose of contaminated or unusable materials in accordance with biohazard protocols.
- ☐ Conduct a final site inspection and environmental decontamination.
- ☐ Debrief pet shelter staff and volunteers; provide access to mental health support resources for those affected by animal stress or trauma.
- ☐ Inventory and clean reusable supplies and equipment.
- ☐ Return borrowed or mutual aid resources.
- ☐ Archive all sheltering forms and logs according to records retention policies.
- ☐ Capture lessons learned and incorporate them into response guideline revisions.

Sheltering Guidelines

Sheltering operations in the Kenai Peninsula Borough ("the borough") must be adaptable to diverse hazards and the geographic dispersion of communities. Facilities such as schools, community centers, and churches can serve as potential shelters, although their availability may be affected by infrastructure damage or access limitations. The Kenai Peninsula Borough (KPB) Office of Emergency Management (OEM) collaborates with local partners to maintain shelter readiness and conducts regular training. Many shelter locations may require additional support, such as generator power and emergency supplies, particularly in areas facing prolonged access challenges.

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Sheltering Imminent Phase – Notification, Initiation, and Activation

This phase involves rapid decision-making and coordination to establish safe, accessible, and well-equipped shelter environments in response to an incident. It includes identifying appropriate shelter locations, notifying key stakeholders, deploying personnel and supplies, and ensuring facilities are prepared to meet the needs of impacted populations. Early activation is critical to reducing harm, providing safe refuge, and maintaining public trust during a disaster or emergency.

RESPONSE ACTIONS

- ☐ Identify shelter locations that align with the anticipated size and specific needs of the affected population, ensuring proximity to impacted areas without requiring travel through hazardous zones. Prioritize facilities capable of supporting essential services, including accessibility for individuals with access and functional needs (AFN).
- ☐ Conduct an initial shelter site inspection for safety, readiness, and available on-site materials. Confirm that facilities meet environmental needs such as heating, water, and sanitation.
- ☐ Collect detailed information about the shelter for situation reports, including site directions, shelter entrance instructions, capacity, and opening timelines.
- ☐ Coordinate with the State Voluntary Organizations Active in Disaster (VOAD) Coordinator to support shelter operations and ensure mass care services are provided directly to those seeking assistance.
- ☐ Coordinate the delivery of shelter resources, equipment, and supplies, including cots, blankets, hygiene supplies, food, and registration materials.
- ☐ Confirm and, if necessary, augment shelter communication capacities, including Wi-Fi, radios, and landlines.
- ☐ Set up the shelter layout with clearly defined zones, including registration, dormitory space, isolation area, food service, and a pet area.
- ☐ Deploy and hang signage throughout the site.
- ☐ Establish a registration system, preferably with hardcopy paper backup.
- ☐ Establish security and law enforcement coordination procedures for shelter environments.

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	☐ Establish staffing for the shelters, including rotation schedules for all shelter staff for extended operations.
	☐ Conduct initial shelter staff briefings on roles, expectations, and code of conduct.
	☐ Evaluate the need for expanded services to include behavioral, spiritual, chaplains, and mental health services.
	☐ Establish a feedback and issue reporting system for shelter clients and staff.
	☐ Coordinate public messaging about shelter openings, including locations, timeframes, limitations, and what clients can expect.

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Sheltering Response Phase – Operations and Management

This phase encompasses the daily functions of supporting shelter residents. These include ongoing registration and tracking, resource and supply management, communications, security, and providing services such as behavioral health, and accommodations for individuals with AFN. Continuous coordination with public health, volunteer organizations, and emergency services is critical to maintaining a safe and supportive environment that upholds dignity and equity for all shelter occupants.

RESPONSE ACTIONS

- ☐ Provide evacuees with response and recovery resource information, including available assistance, housing support, and other services.
- ☐ Continue client registration and initiate early case management to assess needs and connect individuals with appropriate, stable housing solutions as soon as feasible.
- ☐ Provide meals and snacks that account for allergies and cultural or dietary needs.
- ☐ Coordinate ongoing supply deliveries (e.g., food, water, hygiene items) based on usage rates.
- ☐ Ensure consistent trash removal and sanitation maintenance.
- ☐ Work with security personnel to address safety concerns or disturbances.
- ☐ Maintain communications between shelters and the Emergency Operations Center (EOC) for updates, support requests, and situation reports (SitReps).
- ☐ Coordinate service deliveries across jurisdictional boundaries to ensure equitable access to resources.
- ☐ Maintain shelter activity logs and incident logs for each shift.
- ☐ Develop shelter situation reports that include shelter population counts, meal totals, volunteer hours, and other key metrics.
- ☐ Track shelter staff hours and assignments to ensure continuity, coverage, and accurate recordkeeping.
- ☐ Conduct daily staff briefings and shift handoffs for operational continuity.
- ☐ Document all expenses associated with shelter operations.

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Sheltering Recovery Phase – Demobilization

This phase begins when shelter populations decrease and planning shifts toward closure of operations. It includes consolidating shelter activities, supporting the transition of residents into temporary or permanent housing solutions, and recovering shelter assets. A compassionate and well-coordinated demobilization process is essential to supporting long-term recovery for individuals and communities.

RESPONSE ACTIONS

- ☐ Coordinate shelter closure timelines across affected operations, including EOC, shelter managers, and VOAD partner agencies.
- ☐ Share demobilization plans early with shelter residents, and support individualized transition planning that may be offered through the State Emergency Operations Center (SEOC) under a state or federal disaster declaration.
- ☐ Distribute closure messaging widely via media outlets, social platforms, and local networks.
- ☐ Coordinate transportation support for evacuees relocating to consolidated shelters, or provide information on publicly accessible transportation to transition locations.
- ☐ Update residents on alternate locations or ongoing services that may continue through VOAD partners.
- ☐ Thoroughly clean shelter areas, including floors, bathrooms, sleeping quarters, and pet zones.
- ☐ Conduct a final facility walk-through with property owners to document any damage or needed repairs.
- ☐ Ensure borrowed equipment is returned or replaced with partner agencies.
- ☐ Secure and restock shelter kits to prepare for future use.
- ☐ Debrief shelter staff and volunteers, capture lessons learned, and provide access to mental health resources.
- ☐ Generate a shelter demobilization report summarizing population totals, services provided, and operational challenges.
- ☐ Update the shelter database with revised notes, contact changes, and capacity adjustments.
- ☐ Incorporate lessons learned into the Sheltering Response Guidelines and other plans based on after-action findings and improvement strategies.

Tsunami Guidelines

The most dangerous impacts of tsunamis include coastal inundation, strong currents, and damage to harbor infrastructure. The National Tsunami Warning Center (NTWC) issues phased alerts and warnings that enable rapid evacuation along designated tsunami evacuation routes. Follow-up messaging and alerts are based on impact estimates derived from seismic analysis, water-level measurements, tsunami forecast models, and historical tsunami information.

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Tsunami Imminent Phase – Advisory or Warning Issued

The Kenai Peninsula Borough (KPB) Office of Emergency Management (OEM) activates public alert and warning protocols based upon the NTWC messaging. Multiple waves may occur over several hours, with the first wave not always being the most damaging.

RESPONSE ACTIONS

- ☐ Verify the initial tsunami report through the NTWC, State Emergency Operations Center (SEOC), and National Weather Service (NWS). Review the advisory or warning language, the list of named communities in the NTWC report, and the map of impacted areas.
- ☐ Use the OEM Tsunami Standard Operating Guidelines (SOG), located at the tsunami workstation, to activate sirens and to complete established public alert and warning protocols.
- ☐ Activate the Emergency Operations Center (EOC) Guidelines and OEM staff.
- ☐ Monitor tide data, Deep-ocean Assessment and Reporting of Tsunamis buoys, and seismic updates to reassess evacuation needs in real time.
- ☐ Open Zoom meeting and contact affected partner agencies and jurisdictions for coordination. Use the Zoom Situation Report (SitRep) channel.
- ☐ Initiate pre-planned evacuation protocols for vulnerable coastal communities. Coordinate evacuation locations, messaging, and routes with cities and Tribal entities.
- ☐ Provide evacuation zone maps and guidance to the public, especially in high-risk areas.
- ☐ Consider activating the Temporary Evacuation Entry Point (TEEP) using SOG checklist.
- ☐ Coordinate with the school district and facility managers to support school and facility evacuations.
- ☐ Activate local shelters outside inundation zones in coordination with local Voluntary Organizations Active in Disaster (VOAD) partners.

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Tsunami Response Phase – Arrival and Inundation

The first tsunami wave is imminent, with the likely inundation of low-lying coastal areas and strong currents posing immediate threats. Alternatively, the first tsunami wave may have already arrived, resulting in significant flooding, strong surges, and debris impacting coastal communities.

RESPONSE ACTIONS

- ☐ Complete actions within the OEM Tsunami SOG.
- ☐ Track real-time reports of wave arrival and inundation through NTWC, United States Geological Survey (USGS), and local observations.
- ☐ Maintain communications with coastal communities regarding response needs and support requests.
- ☐ Provide shelter support for evacuated populations outside of cities.
- ☐ Update the mayor and seek direction for consideration of a Local Disaster Emergency (LDE) declaration based upon initial damage assessment (DA) reports.
- ☐ Project potential response needs and activities 24, 48, and 72 hours in advance.
- ☐ Coordinate and disseminate “all clear” messaging for alerted areas.

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Tsunami Recovery Phase – Post-Tsunami Impact

The immediate tsunami inundation has occurred, and the focus shifts to search and rescue for missing persons and assessment of the widespread damage to coastal infrastructure and property, or the tsunami waves have receded, but coastal communities face the challenges of debris removal, damage repair, and addressing the long-term displacement of residents.

RESPONSE ACTIONS

- ☐ Continue shelter support operations.
- ☐ Coordinate with first responders to provide messaging for re-entry and repopulation of affected areas.
- ☐ Support agencies conducting fatality management and reunification efforts.
- ☐ Coordinate ongoing life-safety messaging with Joint Information Center (JIC)/Joint Information System (JIS) partners.
- ☐ Refer to the Damage Assessment Guidelines.

Volcano Guidelines

The most significant impacts of ashfall are on aviation resources and individuals with respiratory conditions. Ashfall can be redistributed for weeks or months, depending on weather conditions; however, no populated areas within the Kenai Peninsula are expected to be within the path of volcanic lahars, mudflows, or pyroclastic flows. The Alaska Volcano Observatory (AVO) provides phased notifications to the public prior to a volcanic eruption, allowing time to enact recommended protective actions. The incident phase may last several hours, with subsequent eruptions potentially producing multiple ashfall events.

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Volcano Imminent Phase – Elevated Volcanic Activity

The Imminent Phase begins when AVO reports volcanic elevated seismic activity, gas emissions, or deformation. During this phase, the Kenai Peninsula Borough (KPB) Emergency Operations Center (EOC) will enhance situational awareness, coordinate with multi-agency partners, and update the mayor. This phase emphasizes proactive communication, coordination, and logistical readiness.

RESPONSE ACTIONS

- ☐ Evaluate and monitor volcanic activity in coordination with AVO, National Weather Service (NWS), and State Emergency Operations Center (SEOC) resources.
- ☐ Establish a working group composed of core partners and emergency managers from neighboring jurisdictions.
- ☐ Participate as a member of the Joint Information System (JIS) facilitated by SEOC, which includes government and non-government agencies.
- ☐ Update the mayor and recommend the best course of action based on existing policies and procedures that support KPB employees and Office of Emergency Management (OEM) objectives.
- ☐ Develop an information strategy that incorporates prevention-based messaging through traditional and social media platforms to inform internal and external audiences.
- ☐ Facilitate Continuity of Operations Plan (COOP) meetings with departments and service areas to minimize impacts to government services. Finalize work protocols for employees (see Facility Closure policy and department/service area-specific policies).
- ☐ Identify cooperators, including cities and critical infrastructure partners, and host meetings to establish expectations and a regular schedule.
- ☐ Stock supplies and shelf-stable food to support OEM, EOC, Incident Management Team (IMT), and call center operations, as well as staff deployments. Stock OEM vehicles with ash protection supplies.
- ☐ Set up wash station provisions at the Emergency Response Center back parking lot.
- ☐ Coordinate with KPB departments and service areas to order bulk ash protection retrofits for KPB buildings and supplies for vehicles.
- ☐ Confirm employee notification procedures with the Human Resources (HR) department.

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	☐ Coordinate with the Soldotna Public Safety Communications Center (SPSCC) to determine the need for call center activation.
	☐ Establish ash monitoring procedures and provide situation reports (SitReps) to the IMT.
	☐ Update volcano preparedness and response information hosted on info.kpb.us.

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Volcano Response Phase – Active Volcanic Eruption

The Incident Phase is triggered by a confirmed volcanic eruption or direct hazards such as ashfall impacting the region. Because ashfall arrival is not immediate, an estimated three to six hours may be available to support decision-making and protective actions. During this phase, the Emergency Operations Center (EOC) implements life-safety missions, maintains public information flow, and supports affected populations. Operations must remain flexible, as volcanic events can persist for extended periods with repeated ashfall episodes.

RESPONSE ACTIONS

- ☐ Confirm eruption and potential ash fall, using AVO, United States Geological Survey (USGS), and NWS online monitoring platforms.
- ☐ Reference NWS classifications for ash particulate (dust, minor, substantial, heavy, severe) to anticipate local impacts and response actions.
- ☐ Activate the OEM Standard Operating Procedure (SOP) "Staffing Expectations During Volcano Eruption."
- ☐ Notify the mayor and recommend updated procedures expanded from the Imminent Phase, including IMT activation if heavy ashfall impacts are expected.
- ☐ Activate KPB Alerts (Everbridge), notifying registered cellphone users residing in the impacted communities that are forecasted to experience heavy ashfall.
- ☐ Activate the call center; determine staffing, shifts, and scripts.
- ☐ Contact cities, unincorporated communities, and the Kenai Peninsula Borough School District (KPBSD) using Duty Officer call-down procedures; utilize the Zoom SITREP channel.
- ☐ Maintain SitRep schedule and distribution.
- ☐ Facilitate meetings with departments and service areas to confirm COOP expectations and actions.
- ☐ If a volcanic eruption occurs Monday-Friday, 0800 to 1700:
  - Issue an Everbridge alert instructing all KPB employees to follow department or service area safety plans, COOP procedures, or department-specific protocols.
  - Send email updates to all KPB employees.
- ☐ If a volcanic eruption occurs evenings or weekends:
  - Follow the mayor's directive.
  - Refer to the "Facilities Closure" Policy.
- ☐ Facilitate virtual meetings with departments and service areas to confirm COOP status and provide support as needed.
- ☐ If conditions warrant, recommend to the mayor the need to declare a Local Disaster Emergency (LDE).
- ☐ Establish resource tracking and cost accounting system.
- ☐ Continue coordinated information flow with AVO, USGS, NWS, and the SEOC.
- ☐ Refer to the Damage Assessment Guidelines.

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Volcano Recovery Phase – Stabilization and Restoration

The Recovery Phase may begin intermittently due to the potential for recurring volcanic activity. During this phase, the EOC transitions from life-safety operations to supporting long-term stabilization efforts as appropriate. Primary actions focus on public information and the repair of borough public infrastructure.

RESPONSE ACTIONS

- ☐ Review/update the “Watch and Eruption Checklists.”
- ☐ Complete damage and impact assessments with departments and service areas; provide updates to the SEOC.
- ☐ Update the mayor regarding KPB damage assessments and the potential for meeting state disaster declaration thresholds.
- ☐ Coordinate ash and debris removal operations with departments/service areas.
- ☐ Identify potential, long-term safety hazards and coordinate corrective actions specific to borough-owned infrastructure.
- ☐ Provide updated public information in coordination with state JIS/Joint Information Center (JIC) operations.
- ☐ Recognize IMT members and call center volunteer staff for their contributions.

Wildland Fire References

The Alaska Division of Forestry & Fire Protection is the primary suppression agency for wildland fires on the Kenai Peninsula (or "the borough"). The Kenai Peninsula Borough (KPB) Office of Emergency Management (OEM) provides coordinated support functions during wildfire incidents, including evacuation management, accurate public information, and cooperator interface (also referred to as Incident Management Team [IMT]/Emergency Operations Center [EOC] interface) when multiple fire team rotations are needed for long-duration incidents. In the event of structural damage, OEM also leads the damage assessment process in collaboration with state or federal agencies.

This Wildland Fire References Annex does not serve as a standalone operational guide. Instead, it outlines the relevant annexes that guide KPB OEM functions during wildfire incidents, from initial attack through prolonged response and recovery. By cross-referencing existing annexes, this document facilitates wildfire-related OEM responsibilities being carried out in a consistent, coordinated, and integrated manner within the borough's overall emergency management framework.

Wildland Fire – From Initial Attack to Prolonged Response

OEM and the KPB IMT will consult and utilize the following annexes to support response objectives.

RESPONSE ACTIONS
✓ Access and Functional Needs Guidelines
✓ Call Center Guidelines
✓ Damage Assessment Guidelines
✓ Disaster Help Center Guidelines
✓ Emergency Operations Center Activation Guidelines
✓ Evacuation Guidelines
✓ Joint Information System Guidelines
✓ Pet Sheltering Guidelines
✓ Shelter Guidelines

All acronyms and abbreviations used in this annex are defined in the Acronyms and Abbreviations List, maintained as a separate supporting document to the EOP.

Acronyms and Abbreviations List

The Kenai Peninsula Borough (KPB) Emergency Operations Plan (EOP) and annexes rely on consistent terminology to ensure clarity and interoperability across local, state, tribal, federal, and nongovernmental partners during disaster response and recovery operations. Because emergency management planning and operations involve a wide range of agencies, technical fields, and support organizations, acronyms and abbreviations are frequently used throughout this plan and its supporting annexes.

This Acronyms and Abbreviations List serves as a companion reference to the EOP. It defines all acronyms and abbreviations used within the plan to promote shared understanding among responders, stakeholders, and the public. The list is designed to reduce confusion, improve coordination, and support consistent communication across multiple jurisdictions and disciplines during emergency activations.

By providing a single, authoritative reference, this list helps ensure that emergency managers, responders, and decision-makers can operate within a common framework—consistent with the National Incident Management System (NIMS), the National Response Framework (NRF), and the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101, Version 3.

This list should be reviewed and updated on the same cycle as the EOP and its annexes to reflect evolving terminology, policies, and practices in disaster preparedness, response, recovery, and mitigation.

Acronym/Abbreviation	Term
AAR	After-Action Report
ADEC	Alaska Department of Environmental Conservation
AFN	Access and Functional Needs
AIMAS	Alaska Intrastate Mutual Aid System
AK	Alaska
AKRR	Alaska Railroad
ALMR	Alaska Land Mobile Radio
ARES	Amateur Radio Emergency Service
ASL	American Sign Language
AVTEC	Alaska Vocational Technical Center
BCVFSA	Bear Creek Volunteer Fire Service Area

Acronym/Abbreviation	Term
COOP	Continuity of Operations Plan
CPG	Comprehensive Preparedness Guide
Dept	Department
DHC	Disaster Help Center
DHS	United States Department of Homeland Security
DHSEM	Department of Homeland Security and Emergency Management
DOA	Delegation of Authority
DOT	Department of Transportation
DR	Presidential Disaster Declaration
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Agency
GIS	Geographic Information Systems
HHS	Health and Human Services
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Command/Incident Commander
ICS	Incident Command System
IDA	Initial Damage Assessment
IRM	Information Risk Management
ISAC	Information Sharing and Analysis Center
IMT	Incident Management Team
IP	Improvement Plan

Acronym/Abbreviation	Term
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
KBC	Kachemak Bay Campus
KPB	Kenai Peninsula Borough
KPBSD	KPB School District
KPC	Kenai Peninsula College
LDE	Local Disaster Emergency
LEPC	Local Emergency Preparedness Committee
LOE	Letter of Expectation
MJHMP	Multi-Jurisdictional Hazard Mitigation Plan
NAWAS	National Alert and Warning System
NGO	Nongovernmental Organizations
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NWS	National Weather Service
NTWC	National Tsunami Warning Center
N/A	Not Applicable
OEM	Office of Emergency Management
OAD	Obligating Award Document
PIO	Public Information Officer
PA	Public Assistance
PPE	Personal Protective Equipment
RA	Recovery Assessment
RACES	Radio Amateur Civil Emergency Services

Acronym/Abbreviation	Term
RSA	Road Service Area
RNA	Rapid Needs Assessment
SA	Service Area
SBA	Small Business Administration
SBCFSA	Special Borough Community Flood Service Area
SCERP	Small Community Emergency Response Plans
SEOC	State Emergency Operations Center
SIEM	Security Information and Event Management
SOG	Standard Operation Guide
SOP	Standard Operating Procedure
SPSCC	Soldotna Public Safety Communications Center
TAG	The Adjutant General
TDD/TTY	Telecommunication Device for the Deaf/Teletype
TEEP	Temporary Emergency Evacuation Point
UAS	Unmanned Aerial System
USC	United States Code
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USGS	United States Geological Survey Department
UHF	Ultra High Frequency
VHF	Very High Frequency
VOAD	Voluntary Organizations Active in Disasters
WEA	Wireless Emergency Alerts