



I. Purpose

The Kenai Peninsula Borough (the “Borough” or “KPB”) working with local jurisdictions, Kenai Peninsula first responders, wildfire Incident Management Teams, or other agencies as appropriate, will coordinate the evacuation of persons threatened by disasters or major emergencies affecting the Borough. This Annex addresses concepts for emergency management actions during the warning, response, and recovery phases of incident evacuation. General in application, flexible during response and recovery, it provides the overall structure needed for evacuation operational planning and execution. This Annex must be used in conjunction with community and state plans and standard operating guidelines. This Annex may be placed into operation whenever a local or Borough-declared emergency or disaster occurs which necessitates the evacuation of persons from a threatened area.

Whenever an evacuation is necessary, planners and emergency managers should also consult Annex 2 (Sheltering), Annex 3 (Special Needs) and Annex 4 (Pet Sheltering). This Annex supplements the KPB Emergency Operations Plan (“EOP”) which provides the overall guidance for emergency response activities in the Borough.

II. Authority

The Borough is authorized by AS 26.23.060 and KPB Code of Ordinances Section 2.45.010 and 2.04.110 to prepare for and coordinate response to public emergencies and disasters affecting the Borough. The Borough Mayor or designee must declare a local emergency or disaster to allow activation of this plan. The following are citations from State Statutes regarding evacuations:

Per AS 26.23.020(g)(5), if the Governor finds that a disaster has occurred or that a disaster is imminent or threatened, the Governor shall, by proclamation, declare a condition of disaster emergency. As part of the broad powers vested in the Governor during a declared disaster, the Governor can “direct and compel the relocation of all or part of the population from any stricken or threatened area in the state, if the [G]overnor considers relocation necessary for the preservation of life or for other disaster mitigation purpose[.]”

While providing fire protection or other emergency services, AS 18.70.075(a)(2) and 18.70.090 authorize an official of a fire department registered with the State Fire Marshal’s office to order an evacuation for the purpose of protecting a person from injury. The Department of Natural Resources, Division of Forestry is registered as a fire department with the Alaska State Fire Marshal. Accordingly, employees of the Division of Forestry are considered fire officials and have statutory authority to call for evacuations. Under AS 18.70.075(a), a fire officer of a registered municipal fire department while providing fire protection or other emergency services has the authority to, among others:



- A. Control and direct activities at the scene of a fire or emergency.
- B. Order a person to leave a building or place in the vicinity of a fire or emergency, for the purpose of protecting the person from injury.
- C. Blockade a public highway, street, or private right-of-way temporarily while at the scene of a fire or emergency.

Per 17 AAC 25.100. Road closures and restrictions: the Department of Transportation and Public Facilities may prohibit the operation of vehicles upon any highway or may impose restrictions on any aspect of vehicle operation on any highway whenever the highway, in the judgment of the commissioner, may be seriously damaged or destroyed by such operation or whenever it is deemed necessary by the commissioner in the interests of safety to the traveling public. The restrictions shall be effective after due notice has been given to the public except in an emergency requiring immediate action.

III. Situation and Assumptions

Situation

Evacuations of threatened areas may be necessitated by a wide variety of natural or human-caused emergencies. Natural emergencies may include seismic events, tsunamis, volcanic events, wildfire, flooding or storm surges. Human-caused events may include hazardous materials release or energy emergencies.

- A. All Borough residents are vulnerable to situations that may call for evacuation.
- B. Borough population locations and distribution vary widely from urban areas, to rural communities, to remotely located villages and homesteads off the road system.
- C. The Borough population includes individuals with special needs with unique considerations for evacuation operations.
- D. Evacuations for incidents local in nature will be handled by local jurisdiction plans and authorities. However, all evacuation operations should be coordinated with adjacent communities and the next higher level of government; i.e., AK Division of Forestry, AK Department of Environmental Conservation, State Emergency Operations Center (SEOC), depending upon the nature of the areawide response.
- E. The Alaska State Troopers (“AST”) are not authorized to enforce an evacuation order that is not issued by the Governor of the State of Alaska, to close roads nor to enforce a local road closure. They can establish check points.
- F. The Alaska Department of Transportation may close a state road.
- G. The Borough is limited to recommending a voluntary evacuation because the Borough does not have police powers.
- H. This plan may be activated, absent of a local emergency, to support evacuation



of another community.

- I. Possible means of evacuating threatened populations include: road system, Alaska Railroad (“AKRR”), Alaska Marine Highway, privately owned vessels (including cruise ships) and aircraft.

Planning Assumptions

- A. Evacuations may be required immediately; i.e., a tsunami may require immediate evacuation.
- B. Evacuation may be delayed because preparatory time is available; i.e., distance of wildfire activity may allow for planning the evacuation and staging of resources.
- C. Evacuations due to structural fires, hazardous materials release or law enforcement emergencies are likely to be limited in area or scope. Natural disasters are more likely to be area wide evacuation events.
- D. Evacuation actions must work in concert with alert and warning activities, sheltering, and special-needs population considerations.
- E. Sheltering-in-place may be more appropriate than evacuation (e.g., hazardous material release).
- F. For an emergency requiring immediate evacuation, all residents needing evacuation transportation will be given equal priority. Following an earthquake or other incident where the immediate danger has passed, vulnerable populations will be given priority for evacuation transportation assistance. Consult Annex 3 (Special Needs).
- G. Major roadways (Seward and Sterling Highway, etc.) will remain open to facilitate area or Borough-wide evacuation efforts.
- H. If a mass evacuation of the Borough is necessary, evacuation operations may be held in coordination with neighboring communities using various means of transportation.
- I. Incorporated cities will have evacuation plans and will conduct their own evacuations. The Borough will coordinate with emergency services and responding partners to provide assistance, support and direction of evacuation for unincorporated communities.
- J. AST, local law enforcement, local emergency services personnel, and Incident Management Team (“IMT”) managing incidents, such as wildfire, will all participate in coordinating evacuation.



- K. Evacuations using non-Borough owned assets will require coordination with the owning entity and SEOC (State Marine Highway vessels, Alaska Railroad, cruise ships, bus companies, airports and aircraft). Pre-coordinated agreements with these transportations system owners will improve the speed and efficiency of an area evacuation in the Borough.

IV. Concept of Operations

The physical evacuation process is first and foremost a local government function. However, the Borough may be called upon to assist with or coordinate evacuations in cities in addition to the unincorporated areas of the Borough. Assessment of any emergency situation by the Incident Command (“IC”) or the KPBD IMT should always consider the possible need for evacuation of individuals or area populations that might be threatened by the incident. When considering evacuation operations, planners and emergency managers should also consult Annex 2 (Sheltering), Annex 3 (Special Needs), and Annex 4 (Pet Sheltering) to the EOP.

The basic approach to evacuation is the same regardless of the type of threat.

- Determine the area at risk, and then compare the risks associated with evacuation with the risks of leaving the threatened population in place.
- If evacuation is necessary, designate appropriate low-risk areas for staging and shelter activities, provide transportation for those without private transportation, open and staff shelter to house and feed the evacuated population, and provide clear and understandable instructions to the public.
- It is important that local evacuation plans include coordination with the Borough, the Kenai Peninsula Borough School District (“KPBSD”), the American Red Cross, or any other organization that operates the shelter facility.

Evacuation operations will be conducted in four phases: 1) Alert and warning, 2) Evacuation, 3) Sheltering of displaced persons, and 4) Reentry into opened areas. These phased operations should be initiated in sequence but will overlap once started.

A. Phase 1 Alert and warning: Alert and warning systems include:

- Siren Alert System
 - Coastal communities in the Kenai Peninsula Borough utilize the mass notification system
- Alaska Warning System/National Warning System (“AKWAS/NAWAS”)
- Early warning system to local jurisdictions
- The local Emergency Alert System (“EAS”) and Wireless Emergency Alerts (“WEA”)
- KPBD Alerts Telephone Notification System
 - OEM will activate upon request of IC



- Local news media (radio and television)
- Law enforcement or fire mobile public address systems
- Door to door contact

Alert and warning processes should be in accordance with the KPB EOP, local jurisdiction plans and system-specific procedures.

Evacuation warnings may be initiated by the National Weather Service for coastal areas subject to tsunamis. This system utilizes the EAS, Weather Radio system, KPB radio system, and mass notification system.

Evacuation warnings issued through mass notification system must be followed up immediately with additional information and additional notifications to the public. The Public Information Officer (“PIO”), if assigned, and Joint Information Center (JIC), if assigned, should develop appropriate public information notifications using the Ready, Set, Go! (“RSG!”) program protocols.

B. Phase 2 Evacuation: There are three types of evacuation operations:

- Type 1 – Immediate (small scale)
 - Type 2 – Immediate (area wide)
 - Type 3 – Delayed
1. Type 1 Immediate (small scale) are events requiring only local evacuation such as a Hazmat release or small fire.
 - Small scale events will be initiated directly by the on-scene IC or designee.
 - AST or local law enforcement may assist in notification of residents
 - If evacuation sheltering for estimated 1-10 persons is required, the Red Cross should be contacted directly by the on-scene IC. If 10 or fewer persons are expected to be evacuated, Kenai Peninsula Borough Office of Emergency Management (OEM) duty officer should be informed. See Annex 2 (Sheltering) for additional guidance.
 - Provide evacuees with information on the problem, evacuation routes, shelter facilities, means for obtaining information updates and expected ‘All Clear’ time (if known).
 - Notify KPB OEM if additional resources are required.
 2. Type 2 Immediate (area wide) are events requiring immediate evacuation such as a locally generated tsunami. Pre-established evacuation routes and plans will be used for initial response to Type 2 immediate evacuations.
 - The on-scene IC or designee may establish an Evacuation Branch.
 - The IC will initiate local evacuation procedures as noted above.
 - Local dispatch center actions upon notification of immediate



- evacuation request:
 - With authorization of IC, issue evacuation notification on KPBA Alerts or other means as applicable
 - Notify OEM
 - Notify law enforcement
 - Evacuation Branch Director establishes evacuation route(s), staging area(s) and notifies IC/Operations.
 - OEM will utilize public notification methods to notify the affected population as appropriate.
 - OEM contacts KPBA Mayor for an emergency or disaster declaration
 - OEM will activate the Emergency Operations Center (EOC).
 - OEM will coordinate with a local jurisdiction the opening of a shelter upon their request.
 - Public Information will be released through the PIO/JIC using RSGI Protocols.
 - Evacuation Branch Director assisted by OEM/EOC will identify and evacuate any special-needs population groups requiring special assistance.
 - Evacuation Branch Director establishes a perimeter and works with law enforcement to establish check points on key roads.
 - Evacuation Branch Director directs door-to-door evacuation notices.
 - IMT volunteer cadre members may be used for door-to-door notification under the direction of the Evacuation Branch Director. Activation is through OEM/EOC.
 - Designated evacuation crews note location and number of persons evacuating and refusing to evacuate, if possible. Obtain contact information when possible. Information is to be sent to Evacuation Branch Director.
 - OEM/EOC will coordinate public transportation if needed. OEM/EOC notifies SEOC.
 - State or federal resources needed are requested through KPBA EOC.
 - OEM/EOC coordinates return of population to evacuated areas following release by the IC.
3. Type 3 Delayed (Larger scale) are events with delayed evacuation requirement such as wildfires, major earthquake, and distant tsunami.
- The IC will determine the need for an evacuation of an area at a future date/time.
 - The IC contacts the OEM/EOC and provides the 201 form.
 - OEM contacts KPBA Mayor for emergency or disaster declaration.
 - OEM will activate the EOC.
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- EOC develops an Evacuation Plan as part of the Incident Action Plan (“IAP”). Components of the evacuation plan include:



- Evacuation routes
- Staging areas
- Exclusion areas
- Communications
- Shelter locations

Evacuation plans should incorporate concepts and processes from Shelter Plan (Annex 2), Special Needs (Annex 3) and Pet Sheltering (Annex 4).

- EOC issues public notification using the RSG! messaging (See Section V for program details).
- Public information will be issued through the PIO/JIC with approval of the IC, including evacuation routes, exclusion areas, shelter locations, supplies to bring along, situation information updates.
- Establish a hotline for public information.
- EOC opens shelter(s) as required.
- Evacuation Branch Director assisted by OEM/EOC will identify and evacuate any special-needs population groups requiring special assistance.
- Evacuation Branch Director establishes a perimeter and works with law enforcement to establish check points on key roads.
- Evacuation Branch Director directs door-to-door evacuation notices as appropriate.
- IMT Members may be used to notification under the direction of the Evacuation Branch Director. Activation is through OEM/EOC.
- Designated evacuation crews note location and number of persons evacuating and refusing to evacuate if possible. Obtain contact information, when possible. Information is to be sent to Evacuation Branch Director.
- OEM/EOC will coordinate public transportation if needed. OEM/EOC notifies SEOC.
- State or federal resources are requested through KPB EOC.
- OEM/EOC coordinates return of population to evacuated areas following release from IC.

Phase 3 Sheltering of displaced persons: If evacuation sheltering is required for 10 or fewer persons, the Red Cross should be contacted directly by the on-scene Incident Commander. If 10 or fewer persons are expected to be evacuated, KPB OEM should be informed during normal business hours. For sheltering of more than 10 persons refer to Sheltering (Annex 2), as well as Special Needs (Annex 3) and Pet Sheltering (Annex 4).

D. Phase 4 Reentry into open areas: Coordination will be established with local law enforcement, emergency services and agency cooperators for the repopulation of evacuated areas. Once deemed safe and approved by IC, public information will be disseminated for the reentry to evacuated areas through the local and social media



platforms, using RSG! protocols.

V. Organization and Assignment of Responsibilities

The responsibilities of local dispatch, OEM staff, IMT members, and coordinating agencies should consider the following action points:

A. Dispatch Actions:

1. Notify Local law enforcement of system activation.
2. Notify OEM of system activation.
3. Initiate repeat(s) of warnings or specific directions on mass notification system as appropriate.

B. OEM Actions:

1. Obtain information from National Weather Forecast Office/National Tsunami Warning Center/SEOC other appropriate agencies.
2. Coordinate repeated notifications on mass notification system with local dispatch center(s) as appropriate.
3. Through the PIO, preapproved strategies based upon RSG! key messaging will issue updates via public notification.
4. Identify areas at risk, determine areas to be evacuated, and establish evacuation routes and safety perimeters.
5. Consider the use of contraflow procedures in order to maximize the efficiency of the evacuation
6. Contact affected Fire/EMS service chiefs.
7. The Borough Emergency Manager shall administer the department, shall assume primary responsibility for managing and coordinating department responsibilities during a declared disaster emergency, and shall report to the mayor or designee. The department shall be responsible for response to, and recovery from, a declared disaster emergency, for development of borough and inter-jurisdictional disaster response and recovery plans, and for coordination of disaster management between the borough, the State of Alaska, and other municipalities and response and recovery organizations.
8. Issue or communicate evacuation orders or recommendations using one or more alert and warning methods (EAS, mass notification system, door-to-door contact, mobile public address, sirens).
9. Notify KPBSD and Red Cross to assist with shelter management.
10. Coordinate evacuation and sheltering of displaced persons with local governments or service areas.
11. Coordinate to ensure that special populations receive evacuation assistance.



12. Notify hospitals and medical centers of injuries or fatalities.
13. Provide frequent public information and media announcements regarding evacuation routes/procedures, extent of evacuation, location of shelters, and other developments.
14. Once deemed safe and approved by IC, public information will be disseminated for the reentry of the population to the evacuated areas through the local and social media platforms.
15. Coordination with local law enforcement, emergency services and agency cooperators for the repopulation of evacuated areas.
16. Consult with local EOC(s) before issuing cancellation notice.
17. Notify the public and media when it is safe to reenter evacuated areas.

C. The on-scene IC or the KPB IMT will consider the following information to develop an evacuation recommendation:

1. Incident type (wildfire, tsunami, hazmat, etc.).
2. Incident scope (is an evacuation warranted?).
3. Incident scale (what size of area must be evacuated? Local only or area wide?).
4. Evacuation time (how soon must the evacuation be initiated? Immediate or delayed?).
5. Where are the evacuation routes and receiving areas?

D. RSG! Levels of Evacuation:

KPB OEM uses the RSG! protocol of public messaging to direct citizens before, during and after an emergency when evacuation may be required. The importance of clear and concise messaging has been prepared in a manner to bring the communities and agencies accurate information during critical stages of the response or re-entry. The preapproved templates, graphics, and guidance to be used by the PIO and JIC may be found on the Borough intranet folders located with the corresponding emergency types.

1. Level 1- Ready (Green) messaging encourages Borough residents to always live in a ready state. The messaging of the “ready” phase should reassure members of the community to develop communication and shelter plans, pack the necessary items for potential evacuation, and opportunities to sign up for KPB Alert (mass notification system). It is through the process of living in a ready state that residents are more resilient to respond in a developing hazardous situation.
2. Level 2- Set (Yellow) messaging emphasizes the need to evacuate if more time is required, i.e., vulnerable populations, movement of large vehicles or livestock. In the event evacuation is imminent, communication through various platforms focuses on the importance of giving more time to evacuate



in a safe manner, remember people, pets, pills, photos, personal and important papers, and a plan for relocation. This may be the only advance notice to finish getting ready to evacuate when notified.

3. Level 3- Go! (Red) messaging stresses the need to leave the evacuated area immediately when the notice is received. This level of messaging emphasizes the importance of evacuating the area without delay, location of shelters, information of escape routes, communication of safety with loved ones, awareness of adverse driving conditions, and expected 'All Clear' time (if known).

VI. Direction, Control, and Coordination

KPB OEM is primarily a coordinating agency during most evacuations and does not usurp the authority or responsibility of local jurisdictions or the on-scene IC. Responsible parties for hazardous materials releases may provide technical specialists to the EOC. Communities will coordinate with KPB OEM for any evacuation operations that are likely to escalate and require KPB coordination, assistance or resources during the evacuation.

Agencies wishing to deliver services to vulnerable populations in evacuated or otherwise restricted areas should contact the EOC public health and community services branch to coordinate access. If conditions for limited entry are appropriate, the EOC will identify a process to expedite the travel of approved service providers.

All evacuees are encouraged to register with the American Red Cross Disaster Welfare Inquiry System known as Safe and Well.

VII. Communication

Communication systems, procedures and resources are defined in the Regional Tactical Interoperable Communication Plan ("TICP"). Some communications systems may be affected by damage done during the incident and workarounds will need to be coordinated with the Communication Unit Leader(s) assigned to the Borough (IMT) and the on-scene IC. The Alaska Land Mobile Radio ("ALMR") system provides the backbone for tactical communication among first responders in the Borough. ALMR talk groups available for use during incident response activities are listed in the TICP and will be assigned by dispatch personnel.

Alaska Amateur Radio Emergency Service ("ARES") and amateur radio operators offer resilient, flexible and survivable communication capabilities that may complement other tactical and operational communication systems. Other communications, command and control systems (IAP, Homeland Security Information Network ("HSIN"), KPB mobile EOC unit) are also available for coordinating warning, response, and recovery efforts during an evacuation.



Public information is to be issued through the KPB PIO, and if multiple agencies are involved in evacuation activities, through a JIC/Joint Information System (“JIC/JIS”) Public information shall be released through the KPB PIO. The RSG! key messaging should be the foundation for all levels of evacuation notifications. The Joint Information System Annex (Annex 12) will be activated when multiple agencies are involved in evacuation activities.

Public notice of evacuation and shelter availability may be made using: KPB Alerts, EAS, WEA, social media, and the KPB hub site (info.kpb.us), and other methods. Phone trees in coordination with churches and other non-government entities should be considered.

VIII. Administration, Finance, and Logistics

- A. Local resources will be committed before local governments request assistance from higher levels of government.
- B. The Borough is responsible for appropriate costs associated with evacuation recommendations issued by the Borough.
- C. All logistical needs associated with a Borough evacuation recommendation must be processed through the the Borough OEM or EOC on a resource order form.
- D. Any agency initiating an evacuation or expending funds without approval of the Borough will not be reimbursed by the Borough.
- E. Transportation (other than personally-owned vehicles) is primarily by privately-owned companies and must be contracted in order to provide the service. MOAs, MOUs, and retainers with these companies will facilitate the efficient procurement of their services and resources during an evacuation.
- F. State and federal resources will be required during a mass evacuation of the KPB.
- G. The Borough will assist communities affected by the incident by facilitating/coordinating the recovery and disaster assistance processes.