



## I. Purpose

The Kenai Peninsula Borough (KPB) working with, local jurisdictions, Kenai Peninsula first responders, and/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 (2007) which provides the overall guidance for emergency response activities in the borough.

## II. Authority

Kenai Peninsula Borough is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the Kenai Peninsula 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 governor considers relocation necessary for the preservation of life or for other disaster mitigation purpose”.

Alaska Statues specifically gives an official of a fire department registered with the State Fire Marshall’s office the authority to authorize an evacuation (AS18.70.075 and.090). The Department of Natural Resources, Division of Forestry is registered as a fire department with the Alaska State Fire Marshall. Because of this, employees of the Division of Forestry are considered fire officials and have statutory authority to call for evacuations. A fire officer of a registered municipal fire department while providing fire protection or other emergency services has the authority to:

- 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 and/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 KPB residents are vulnerable to situations that may call for evacuation
- B. KPB population locations and distribution vary widely from urban areas, to rural communities, to remotely located villages and homesteads off the road system
- C. KPB 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 (KPB OEM, State Emergency Operations Center [SEOC])
- E. The 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. Kenai Peninsula Borough is limited to recommending a voluntary evacuation.



- H. This plan may be activated, absent of a local emergency, to support evacuation of another Alaskan 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 or delayed because preparatory time may be available. Example: a tsunami may require immediate evacuation - or if the epicenter is located a good distance away, arrival of the tsunami will be delayed and preparatory time may be available for planning evacuation and staging of resources.
- B. 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.
- C. Evacuation actions must work in concert with alert and warning activities, sheltering, and special needs population considerations.
- D. Sheltering-in-place may be more appropriate than evacuation (e.g. hazardous material release).
- E. During 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 (See Annex 3) will be given priority for evacuation transportation assistance.
- F. Major roadways (Seward and Sterling highway, etc.) will remain open to facilitate area or borough-wide evacuation efforts.
- G. If a mass evacuation of the KPB is necessary, evacuation will be to and/or through the Municipality of Anchorage via the Seward Highway, AKRR and air transportation. Coordination with the Muni and other State of Alaska agencies will be required. Conversely, KPB may be called upon to assist with evacuation operations of neighboring communities (Municipality of Anchorage, Kodiak).
- H. Incorporated cities will have evacuation plans and will conduct their own evacuations. Emergency service areas and unincorporated areas are encouraged to develop their own emergency evacuation plans and procedures.



- I. The Borough will provide assistance, support, and direction to the extent possible to oversee and assist with local evacuations.
- J. AST, local law enforcement, and local emergency services personnel 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 or unincorporated areas of the Borough. Assessment of any emergency situation by the Incident Commander and/or the KPB Incident Management Team should always consider the possible need for evacuation of individuals and/or area populations that might be threatened by the incident. When considering evacuation operations, planners and emergency managers should also consult the Sheltering (Annex 2), Special Needs (Annex 3), and Pet Sheltering (Annex 4) annexes 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 American Red Cross, the School District, and/or any other organization that operates the shelter facility.

Evacuation operations will be conducted in three phases: 1) Alert and Warning, 2) Evacuation, and 3) Sheltering of displaced persons. 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 All Hazard Alert Broadcast (AHAB) siren 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)
  - Presently has no geotargeting capability, but planned upgrades will include this functionality
- KPB Alerts Telephone Notification System
  - OEM will activate upon request of IC.
- Local news media (radio and television);
- Mobile law enforcement and fire dept. public address systems; and
- 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 Emergency Alert System, Weather Radio system, KPB radio system, and All-Hazard Alert Broadcast (AHAB) siren system.

Evacuation warnings issued through AHAB sirens must be followed up immediately with additional information and or additional notifications to the public. The Public Information Officer (PIO) (if assigned) and/or Joint Information Center (JIC, if activated) should develop appropriate public information bulletins to be approved by the IC or Borough Mayor (or designated representative) before releasing information to the public.

**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 Incident Commander 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 Incident Commander. If 10 or fewer persons are expected to be evacuated, Kenai Peninsula Borough Office of Emergency Management (OEM) should be informed during normal business hours. See Sheltering Annex 2 for additional guidance on sheltering.
    - 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 (Larger scale) 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 Incident Commander or designee may establish an Evacuation Branch.
  - The Incident Commander 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 KPB Alerts or other means as applicable.
    - Notify OEM
    - Notify law enforcement
  - Evacuation Branch Director establishes evacuation route(s), staging area(s) and notifies Incident Command /Operations.
  - OEM will utilize public notification methods to notify the affected population as appropriate.
  - OEM contacts KPB Mayor for an emergency or disaster declaration.
  - OEM will activate the Emergency Operations Center (EOC).
  - Local jurisdictions may open a shelter (and pet shelter) if it is needed. KPB OEM should be notified of any shelter activation and will standby to assist as requested/able.
  - Public Information will be released through the PIO/JIC with approval of the Incident Commander.
  - 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 work with law enforcement to establish check points on key roads.
  - Evacuation Branch Director directs door-to-door evacuation notices.
  - Community Emergency Response Team (CERT) 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 if possible. Information is to be sent to Evacuation Branch Director.
  - OEM/EOC will coordinate public transportation if needed. OEM/EOC notifies Alaska State Emergency Operations Center (SEOC)
  - State or federal resources needed are requested through KPB EOC.
  - OEM/EOC coordinates return of population to evacuated areas following release by the IC.



3. Type 3 Delayed (Larger scale) events with delayed evacuation requirement such as wildfires, major earthquake, and distant tsunami.

- The Incident Commander will determine the need for an evacuation of an area at a future date/time.
- The Incident Commander contacts the OEM/EOC and provides 201 form
- OEM contacts KPB Mayor for emergency or disaster declaration.
- OEM will activate the Emergency Operations Center (EOC).
- EOC develops an Evacuation Plan as part of the IAP. Components of the evacuation plan include:

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

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

- EOC issues public notification when appropriate.
  - Public information will be issued through the PIO/JIC with approval of the Incident Command, including evacuation routes, exclusion areas, shelter locations, supplies to bring along, situation information updates
  - Establish a hot line 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.
  - Community Emergency Response Team (CERT) members may be used to notification under the direction of the Evacuation Branch Director. Activation is through OEM/EOC.
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- Designated evacuation crews note location and number of persons evacuating and refusing to evacuate if possible. Obtain contact Information, if 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.

C. Phase 3 Sheltering. 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 Annex 2 - Sheltering, as well as Annex 3 - Special Needs and Annex 4 - Pet Sheltering.

## V. Organization and Assignment of Responsibilities

Local jurisdictions' EOCs and/or the on-scene IC will be responsible for executing all local evacuations. If a local jurisdiction must evacuate outside the jurisdictional boundaries, evacuation activities must be coordinated with KPB OEM. For borough-wide evacuations, evacuations involving unincorporated areas of the borough, and evacuations that require coordination between local jurisdictions, the KPB OEM will be responsible for managing/coordination of the evacuation. The KPB PIO/JIC will be responsible for alert and warning procedures and will generate all public information and warning statements. AST are responsible for managing evacuation procedures using the road system and will coordinate with other law enforcement and emergency management organizations. KPB OEM is responsible for coordinating evacuation procedures using all other forms of transportation (railroad, watercraft, aircraft, teleportation, etc.) with resource owners and the SEOC.

### 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 AHAB 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 AHAB with local dispatch center(s) as appropriate.
3. Through the PIO, issue public notification and situation updates via Public Notification means as appropriate.
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. Develop evacuation plan (to be signed by Borough Mayor or designee).





8. Include refusal and/or special needs forms in evacuation orders. (See Section III of this Annex)
  9. Issue or communicate evacuation orders or recommendations using one or more alert and warning methods (EAS, AEN, door-to-door contact, mobile public address, sirens). Ensure shelters and evacuation centers are set up.
  10. As appropriate, notify Red Cross and KPBSD to assist with shelter management.
  11. Coordinate evacuation and sheltering of displaced persons with local governments or service areas.
  12. Coordinate to ensure that special populations receive evacuation assistance.
  13. Notify hospitals and medical centers of injuries, fatalities.
  14. Provide frequent public information and media announcements regarding evacuation routes/procedures, extent of evacuation, location of shelters, and other developments.
  15. Conduct surveys to determine when/if evacuated areas are safe for re-entry.
  16. Consult with Local EOC(s) before issuing cancellation notice
  17. Notify the public and media when it is safe to reenter evacuated areas.
  18. Coordinate the repopulation of evacuated areas with local law enforcement and emergency services.
- C. The on-scene Incident Commander or the KPB IMT will consider the following Information to develop an evacuation recommendation:
1. Incident Type (wild land fire, 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?

## **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 for any evacuation operations that



are likely to escalate and require KPB coordination, assistance and/or resources during with 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, 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 KPB Incident Management Team (IMT) and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. 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 [Incident Action Plan (IAP), Homeland Security Information Network (HSIN), KPB mobile EOC unit] are also available for coordinating warning, response, and recovery efforts during an 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) Approval of messages must be obtained from the IC.

Public Notice of evacuation and shelter availability may be made using: KPB Alerts, Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), social media, the KPB Joint Information Center website, and other methods. Phone trees to churches, NGO's etc. can be considered as well.

## **VIII. Administration, Finance, and Logistics**

- A. Local resources will be committed before local governments request assistance from higher levels of government.
- B. Kenai Peninsula Borough is responsible for appropriate costs associated with evacuation recommendations issued by the Kenai Peninsula Borough.



- C. All logistical needs associated with a KPB evacuation recommendation must be processed through the KPB OEM or EOC on a resource order form.
- D. Any agency initiating an evacuation or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct an immediate evacuation due to life safety concerns shall contact KPB as soon as possible to coordinate the evacuation.
- E. Transportation (other than POVs) 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. Pre-scripted resource requests to the SEOC will assist in the timely delivery of needed resources.
- G. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## **I. Purpose**

The Kenai Peninsula Borough (KPB) working with voluntary agencies will activate shelter facilities to provide emergency sheltering for persons displaced by disasters or major emergencies within the KPB. This Annex addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for 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 that requires sheltering of displaced persons. This Annex supplements the KPB Emergency Operations Plan which provides the overall guidance for emergency response activities in the borough.

## **II. Authority**

Kenai Peninsula Borough is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the Kenai Peninsula Borough. The Borough Mayor or designee must declare a local emergency or disaster to allow full activation of this plan.

## **III. Situation and Assumptions**

### **Situation**

Shelter operations may be necessitated by a wide variety of natural and/or man-caused emergencies. Natural emergencies may include seismic events, tsunamis, volcanic events, wildfire, flooding or storm surges. Man-caused events may include hazardous materials release or energy emergencies. Anytime an evacuation is called for, the establishment of shelters for displaced persons (and their pets – see Pet Shelter Annex) should be considered.

- A. All KPB residents are vulnerable to situations that may call for Shelter operations
- B. KPB population includes individuals with disabilities, others with access and functional needs, or individuals with limited English proficiency, as well as unaccompanied minors and children in daycare and school settings.
- C. Shelter operations for incidents local in nature will be handled by local jurisdiction plans and authorities. However, all shelter operations should be coordinated with adjacent communities and the next higher level of government and appropriate volunteer agencies.



**Planning Assumptions**

- A. Shelter operations may be required immediately or delayed because effects of the incident may build slowly. Example: a tsunami may require immediate evacuation and shelter or if the epicenter is located a good distance away, arrival of the tsunami will be delayed and preparatory time may be available for planning and staging of resources.
- B. Structural fires, hazardous materials release or law enforcement emergencies requiring shelter operations are likely to be limited in area or scope. Natural disasters are more likely to be area wide events affecting a larger number of people requiring shelter.
- C. Shelter operations must work in concert with evacuation actions (See Annex 1) and special needs population (See Annex 3) / pet sheltering (See Annex 4) considerations.
- D. Sheltering-in-place may be more appropriate than evacuation (such as in a hazardous materials release) and sheltering at a central location.
- E. Shelter facilities will remain structurally and functionally usable during the response to the incident and will remain open until life-safety threats to the shelter occupants has passed.
- F. Cities, service areas, and unincorporated areas are encouraged to develop their own emergency shelter plans and procedures and coordinate with the KPB for refinement of this plan.
- G. The Borough will provide assistance, support, and direction to the extent possible to assist with local shelter operations.
- H. Depending on the nature of the incident, extended shelter operations will likely require resources from the Municipality of Anchorage and/or the State of Alaska.
- I. Volunteer Organizations Active in Disasters (VOAD), local law enforcement, and local emergency services personnel will all participate in coordinating shelter operations.
- J. Shelter facilities within KPB may be activated absent of a local emergency to support evacuation efforts by another Alaskan community.



#### IV. Concept of Operations

- A. Each individual or head of household within the KPB is encouraged to develop a family disaster plan that includes sheltering with family or friends and maintaining supplies to provide for seven days subsistence for each family member and pet(s).
- B. In certain situations, the Incident Commander may recommend the population to shelter-in-place. In this case, the Borough will provide public notification and recommendations on implementation actions by the public.
- C. The Kenai Peninsula Borough is ultimately responsible to provide mass care services for local citizens in the event of a disaster emergency. The vehicle to provide all services, including sheltering, is referred to as a Disaster Help Center (DHC).
- D. The DHC Manager will directly supervise all shelter facility, maintenance, and security services at the shelter. The DHC Manager will provide non-technical coordination for all units operating within the shelter in order to ensure orderly and harmonious operation of the shelter and efficient use of all resources and personnel.
- E. The Borough will strive to meet the needs of all populations, including special needs populations (see Annex 3), within each of its facilities. Each shelter should be American's with Disabilities Act (ADA) compliant if possible.
- F. The Borough will provide translation services as is available for persons with limited English proficiency or for users of sign language who are housed at shelters.
- G. KPBSD facilities will be used as the primary shelter locations. Secondary or alternate shelter locations are kept on file with the Office of Emergency Management and may include public and privately owned facilities..
- H. If an emergency occurs during school hours, the priority of the KPBSD is to provide safety and sheltering for students. The needs of the greater community may require shared use of the facility or alterations to standing KPBSD emergency plans.
- I. A safety evaluation of shelter facilities will be made prior to occupancy of the facility by displaced persons. This evaluation will be made by the DHC Manager and others appointed by the KPB IMT.
- J.



- K. Domestic pet sheltering will be provided in facilities located adjacent but separate from the human shelter facility. See Annex 4.
- L. All agencies and personnel will operate under the Incident Command System (ICS).
- M. Release of information to the public will be conducted through a Joint Information Center (JIC) with authorization of the Unified Command required.
- N. Shelter supplies in trailers, generators and a portable shelter system are available through KPB Office of Emergency Management (OEM).
- O. Use of Non-KPB Facilities – Additional sheltering facilities may also be provided by private organizations or state/federal agencies. Provisions for using these shelters will be coordinated with the appropriate organization by OEM or the Emergency Operations Center (EOC). Procedures for shelter management and sustainment will be coordinated by the sourcing organization.

#### **IV. Organization and Assignment of Responsibilities**

A. KPB OEM will:

1. Provide information to the Borough Mayor along with applicable recommendations to establish an emergency shelter.
2. The Borough Mayor will decide if a local emergency or disaster declaration should be made. If such a declaration is made, the OEM may activate portions or all of the EOC and Incident Management Team (IMT).

The EOC (or OEM) will determine if a shelter is required and to request a Shelter Manager and activate that component of the DHC.

3. The IMT will determine the primary shelter facilities to be used.
4. Fiscal responsibility for emergency shelter activities initiated by the Borough is the responsibility of the Borough.
5. Any shelter activities that are not initiated by the KPB will be the sole operational and fiscal responsibility of the person(s) or agency initiating that activity.
6. Requests for use of a KPBSD or Borough facility must be made through the KPB OEM or the EOC.



7. KPB will coordinate overall strategic disaster response during an emergency or disaster. It will secure additional resources through state and federal agencies as needed.
8. KPB will provide logistical support for the shelter operations. All logistic requests must be made through the EOC Logistics Section on a resource order form. Shelter supplies, generators and a portable shelter are available from OEM.
9. Community Emergency Response Teams (CERT) personnel may be assigned to assist in the establishment and operation of the shelter(s).
10. KPB will establish the communications plan for the shelter and provide the necessary communications equipment.
11. KPB will provide the necessary security, medical and special needs population (See Annex 3) support for emergency shelter activities.
12. All public information releases by the Public Information Officer (PIO) will be coordinated through the Incident Commander and/or the Borough Mayor. Public notifications may be made using any appropriate means available to KPB.
13. Periodic briefings will be provided to the shelter occupants by the PIO. A written synopsis will be provided to the occupants.





## **V. Direction, Control, and Coordination**

Shelters will be under the direction of DHC Managers who report to the Mass Care Branch Director under the Operations Section in the ICS. Shelter Managers provide non-technical coordination for all ICS functional units operating within the shelter. Functional Units assigned to shelters will be determined by the IMT general staff.

## **VI. Communication**

Communication systems, procedures, 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 KPB IMT and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. 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 (Incident Action Plan software, Homeland Security Information Network, KPB mobile EOC unit) are also available for coordinating warning, response, and recovery efforts during an incident response and recovery shelter activities.

Public information is to be issued through the KPB PIO, and if multiple agencies are involved in sheltering activities, through a JIC/Joint Information System (JIS). Approval of messages must be obtained from the IC.

Public Notice of shelter availability may be made using: KPB Alerts, Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), social media, the KPB Joint Information Center website, and other methods. Phone trees to churches, NGO's etc. can be considered as well.

## **VII. Administration, Finance, and Logistics**

- A. KPB is responsible for appropriate costs associated with KPB run shelters.



- B. KPB is responsible for appropriate costs associated with emergency response actions and directives issued by the Borough.
  
- C. All logistical needs associated with a KPB shelter operations must be processed through the KPB OEM or EOC on a resource order form.
  
- D. Any agency establishing a shelter in response to a disaster/emergency or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.
  
- E. Transportation (other than Personally Owned Vehicles) is primarily owned by privately owned companies and must be contracted in order to provide the service. Memorandum of Agreements, Memorandum of Understandings, and retainers with these companies will facilitate the efficient procurement of their services and resources during an evacuation.
  
- F. State and Federal resources will likely be required during an area wide response to a disaster event in the KPB. Pre-scripted resource requests to the State EOC will assist in the timely delivery of needed resources.
  
- G. Local resources will be committed before local governments request assistance from higher levels of government.
  
- H. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## Annex 3 Special Needs Plan

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### I. Purpose

The Kenai Peninsula Borough (KPB) recognizes the importance of planning for special needs populations in times of emergency/disasters. These populations include individuals with needs that require daily assistance and who would be adversely affected by the interruption of services such as utilities, transportation, or daily professional care. KPB will strive to provide services required by persons having special needs as part of the emergency operations conducted by the Borough. Persons having needs that exceed those that can be provided by the KPB will be referred to appropriate organizations/agencies. This plan addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for operational planning and execution. This Annex must be used in conjunction with community and State plans and Standard Operating Guidelines and should be consulted whenever evacuation (See Annex 1) or sheltering (See Annex 2) activities are planned.

This annex may be placed into operation whenever a local or borough declared emergency or disaster occurs and special needs populations are threatened. This Annex supplements the KPB Emergency Operations Plan (2007) which provides the overall guidance for emergency response activities in the borough.

### II. Authority

- A. The Kenai Peninsula Borough is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the Kenai Peninsula Borough.
- B. The Borough Mayor or designee must declare a local emergency or disaster to allow full activation of this plan

### III. Situation and Assumptions

**Situation.** Special needs populations are particularly vulnerable during an emergency or disaster and require special consideration. Because of these unique requirements, it's crucial that residents with special needs and/or their caregivers develop a personalized pre-disaster plan. Planning considerations should address any requirement for assistance during an evacuation and/or sheltering. The non-availability of prescription medication and portable oxygen supplies are also factors to be considered in pre-disaster special needs planning. Likewise, the needs of service animals should also be considered when developing a personalized pre-disaster plan. Residents with special needs should contact the Office of Emergency Management (OEM) for assistance and resources to help develop a personalized pre-disaster plan.



The KPB and local city emergency plans and emergency services organizations have identified groups to be considered special populations for the purposes of emergency management planning including:

- Schools/Daycare Facilities
- Senior Residential Housing
- Hospitals/Patients with long-term medical needs
- Home Care Patients/Shut-Ins
- Correctional Facilities
- Seasonal Camps/Tourists
- Non-English speaking populations

As populations residing in the Borough at the time of an emergency or disaster, each of these groups poses a unique set of problems for first responders and emergency management personnel. Regardless of the nature of the incident, of primary concern are the Alert/Warning, Evacuation, and Sheltering of these special needs groups.

#### **Planning Assumptions.**

- A. The KPB does not maintain an active list of all special populations within the Borough; however, in the case of an incident, KPB would work with emergency services organizations and relevant agencies to identify and assist with the Alert/Warning, Evacuation, and/or Sheltering of special populations.
- B. Evacuation and sheltering of special needs populations is likely to be considerably more complex, time consuming and resource intensive than might be expected.
- C. Shelter operations must work in concert with evacuation actions and with respect to special needs population considerations.
- D. Sheltering-in-place may be more appropriate than evacuation for certain special needs populations (remote seasonal camps, hospital patients)
- E. Kenai Peninsula Borough School District (KPBSD) has its own evacuation and sheltering plans and will provide technical assistance and resources if KPB OEM assistance is requested.
- F. Hospitals have their own evacuation and sheltering plans and will provide technical assistance and resources for assisting with medical patients in KPB shelters



#### IV. Concept of Operations

- A. Each individual or head of household within the KPB is encouraged to develop a family disaster plan that includes sheltering with family or friends and maintaining supplies to provide for seven days subsistence for each family member and pet(s).
- B. Persons with special needs and/or their caregivers should include in their family disaster plan measures to provide for their special needs.
- C. Federal civil rights laws require accessibility and prohibit discrimination against people with disabilities in all aspects of emergency mitigation, planning, response, and recovery. To comply with these laws, people responsible for notification protocols, evacuation and emergency operation plans, shelter identification and operations, emergency medical care facilities and operations, human services, and other emergency response and recovery programs must:
  - 1. Have sound working knowledge of the accessibility and nondiscrimination requirements applicable under Health Insurance Portability and Accountability Act and Federal disability rights laws;
  - 2. Be familiar with the demographics of the population of people with special needs who live in their community;
  - 3. Involve people with different types of special needs in identifying the communication and transportation needs, accommodations, support systems, equipment, services, and supplies that residents and visitors with special needs will need during an emergency; and
  - 4. Identify existing and develop new resources within the community that meet the needs of residents and visitors with special needs during emergencies.
- D. Information and considerations for each special need population:
  - 1. Schools - The approximately 10,000 students in public and private schools comprise one of the largest special populations. This represents a special population only in the sense that it is a local concentrated group of people in a facility. This population may or may not require special attention during an emergency by the Incident Management Team (IMT) due to the fact that the specific school(s) involved in the incident may have the ability to shelter-in-place and feed and care for its population for a period of time. In addition, the schools typically have people trained in first aid to assess any initial injuries. The IMT will have to consider the issue of moving a large number of children from a school to a suitable collection point and/or shelter, or assisting the school in getting children reunited with their



parents. The school district has its own emergency plans and assumes responsibility for that process.

2. Correctional Facilities - Located within the KPB are these correctional facilities:
  - Spring Creek Correction Center (Seward)
  - Wildwood Correction Center and Wildwood Pre-trial Facility (Kenai)
  - Kenai Peninsula Youth Facility

The Department of Corrections and each facility have emergency operations plans in place. In the event that a specific facility is impacted by an incident, the KPB may be called upon by the Department of Corrections to assist in sheltering or evacuating those personnel under the direction and control of the Department of Corrections. Furthermore, the Department of Corrections may be a resource for mass care feeding operations and laborers.

3. Home Care Populations - There are an unknown number of individuals who are home care patients (physical or mental impairments) within the KPB. These patients can include those with limited ability to care for themselves. It is necessary to work with the local home health care providers and medical clinics to identify and locate these patients in an emergency. These patients will most likely present unique needs and require special resources for evacuation and sheltering. KPB OEM encourages agencies that have direct responsibility for homebound populations to incorporate sheltering in place and accountability into their internal emergency plans and procedures.
4. Senior Residential Housing -There are senior housing complexes located throughout the Borough, mostly near or in the major population centers. These facilities may pose special problems for evacuation and sheltering. Each facility is responsible for residents and is encouraged to develop their own evacuation and shelter plans. These plans should be coordinated with the appropriate jurisdiction(s) including KPB OEM.
5. Seasonal Camps - There are seasonal camps and lodges that operate primarily in the summer. In addition, there are other recreational areas within the KPB that increase the population over and above the resident population.
6. Medical Facilities - There are three hospitals and other medical facilities located within the Borough. Hospitals, working in coordination with the State of Alaska Department of Health and Social Services and the Alaska Native Tribal Health Consortium, have developed emergency plans for alert and warning, evacuation, and sheltering of patients and persons with



ongoing medical needs. These facilities may present unique needs and special resources for evacuation and sheltering and will likely need assistance and coordination with KPB OEM.

7. Non-English speaking Populations – There are a growing number of people residing in the KPB who either speak little or no English or that English is their second language. Identifying these people and their language of understanding is difficult at best. The effectiveness of Alert and Warning messages, evacuation procedures, and/or shelter operations are all negatively impacted by a lack of effective communication.

E. Considerations based on Emergency Management Functions:

1. Evacuation:

- a. During an emergency requiring immediate evacuation, all residents needing evacuation transportation assistance will be given equal priority. Following an earthquake or other incident where immediate danger has passed, vulnerable populations will be given priority for evacuation transportation assistance.
- b. Relocation of special medical needs persons may be traumatic. If possible, care providers or medical professionals should be consulted to determine what facility would most appropriate for the individual

2. Sheltering:

- a. KPB/Red Cross operated shelters may not have the staffing or capacity to provide the needed services to all special needs populations. Persons with special needs will be identified during shelter registration. Those persons with needs that exceed the capabilities of the shelter may be referred to an appropriate medical facility.
- b. Individuals appropriate for placement in the shelter should be ambulatory (with or without assisting devices including wheel chairs) and may include chronic medical problems. Care givers should accompany the individual.
- c. Shelter Managers will endeavor to accommodate persons with special needs. Additional space may be required for some special needs conditions.
- d. If possible, persons with special needs who are capable of being housed in the shelter will remain with their families or care givers in the shelter.



- e. KPB will endeavor to provide electrical power for individual provided medical equipment.
- f. Individuals with special needs should bring their own medical supplies, medications, prescriptions and identification.
- g. Special medical issues/resource considerations:
  - i. Dialysis: Approximately 12 persons on the peninsula and one dialysis site in Soldotna. It has backup generation but no alternative heat. It is very reliant upon large quantities of water. Medevac dialysis patients to Anchorage if facility is out of commission.
  - ii. Oxygen: Limited availability on the peninsula.
  - iii. Oxygen concentrators/CPAP: Portable Shelter and second generator has numerous extension cords and surge protectors in the electrical distribution kits. Concentrators would have to be brought from patients' residences or local oxygen equipment providers.
  - iv. Pharmaceuticals: Most pharmacies will help in disasters. Red Cross provides 30 day supply for sheltered persons. National stockpile should be available through the State if needed.
  - v. KPB has limited amount of equipment: wheel chairs, bariatric cots, oxygen and oxygen multilators.

### 3. Public Notification/Information

- a. Public warnings and notifications should be broadcast via multiple methods to provide for hearing or vision impaired persons. See evacuation annex (Annex 1) and the KPB Emergency Operations Plan Section 4 for information.
- b. Public information, including situation update briefings should be provided in writing for hearing impaired persons.
- c. KPB will endeavor to provide translation services for non-English speaking persons





4. Demobilization

- a. Assistance will be provided to individuals with special needs to return to their residences and normal conditions.
- b. Follow-up on individuals with special needs who were evacuated and sheltered, or sheltered-in-place will be conducted at the termination of the emergency.

## V. Organization and Assignment of Responsibilities

See Evacuation (Annex 1) and Sheltering (Annex 2) for this information.

## VI. Direction, Control, and Coordination

- A. The local community and the on-scene Incident commander are responsible for Alert/Warning, Evacuation and Sheltering activities within their areas of authority.
- B. The KPB OEM will provide emergency management functions and assistance for the Alert/Warning, Evacuation, and Sheltering of Special Needs populations not under the jurisdiction of an incorporated city of the KPB.
- C. Special Needs persons in the care of a medical facility or special needs home are the responsibility of the facility. Preparedness for emergency conditions that will affect their resident populations, response to the incident, and recovery from the incident are likewise the responsibility of the facility. Coordination with the KPB OEM is expected for incidents affecting these special needs populations. Requests for assistance should be routed first to the local jurisdiction where the facility is located, and second to the KPB EOC.

## VII. Communication

Communication systems, procedures, and resources are defined in the Region E Tactical Interoperable Communication Plan (TICP). Some communications systems may be affected by damage done during the incident and work-arounds will need to be coordinated with the Communication Unit Leader(s) assigned to the KPB IMT and the on-scene IC. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. 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) offers resilient, flexible and survivable communication capabilities that may complement other tactical and operational communication systems. Other communications, command and control systems [Incident Action Planner (IAP), Homeland Security Information Network (HSIN),



KPB mobile EOC unit) are also available for coordinating warning, response, and recovery efforts during an incident response and recovery shelter activities.

Public information is to be issued through the KPB Public Information Officer (PIO), and if multiple agencies are involved in emergency response activities, through a Joint Information Center/Joint Information System (JIC/JIS). Approval of messages must be obtained from the IC or Borough Mayor.

Public Notice of evacuation and shelter availability may be made using: Rapid Notify (~~reverse 911~~) and Emergency Alert System (EAS). KPBSD can provide Twitter and Facebook notices. Phone trees to churches, Non-Government Organization's etc. can be considered as well.

### **VIII. Administration, Finance, and Logistics**

- A. KPB is responsible for appropriate costs associated with emergency response actions and directives issued by the Borough.
- B. All logistical needs associated with KPB special needs operations must be processed through the KPB OEM or EOC on a resource order form.
- C. Any agency initiating special needs operations or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to assist special needs populations due to life safety concerns shall contact KPB as soon as possible to coordinate the actions.
- D. Transportation resources (other than privately owned vehicles) are primarily owned/operated by private companies and must be contracted in order to provide service. MOAs, MOUs, and retainers with these companies will facilitate the efficient procurement of their services and resources during a disaster/emergency.
- E. State and Federal resources will likely be required during an area wide response to a disaster/emergency event in the KPB. Pre-scripted resource requests to the State Emergency Operations Center will assist in the timely delivery of needed resources.
- F. Local resources will be committed before local governments request assistance from higher levels of government.



## Annex 4 Pet Sheltering Plan

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### I. Purpose

Emergency pet sheltering, also referred to as pet-accessible shelters, is designed to meet the needs of people and their animals that are displaced from their homes during emergencies and disasters. Animal owners are responsible for their animals, and should have a disaster plan prepared for their animals in case of evacuations or emergencies. However, there will be situations where pet owners decide to evacuate with their pets and, require assistance in sheltering their pets.

This annex will be placed into operation whenever a local or borough declared emergency or disaster occurs and the Kenai Peninsula Borough (KPB) establishes a shelter for displaced persons or whenever animal sheltering assistance is requested by the KPB communities or the cooperating agencies. It addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for operational planning and execution. This Annex must be used in conjunction with community and State plans and Standard Operating Guidelines. This annex should be placed into operation whenever a local or borough declared emergency or disaster occurs and emergency shelters are established by the borough. This Annex supplements the KPB Emergency Operations Plan (2007) which provides the overall guidance for emergency response activities in the borough.

### II. Authority

KPB Disaster Management: KPB Code of Ordinances Section 2.45.010 grants authority for disaster management which may include pet sheltering activities. The Pets Evacuation and Transportation Standards Act (Public Law 109-308) requires that local governments plan for the sheltering and care of household pets and service animals during emergencies where shelters are established. This plan will comply with the American Red Cross (ARC) and American Disabilities Act (ADA) standards and will take into consideration the needs of pet owners and the safety of the public and the health considerations of all citizens.

#### A. Authority for city operated animal shelters are:

Homer:	Code of Ordinances Chapter 20.08
Kenai:	Municipal Code Title 3
Seward:	Code of Ordinances Article 2
Soldotna:	Municipal Code # Section 6.04



### III. Situation and Assumptions

- A. Situation. Over 60 percent of all U.S. households own a pet. This implies during large-scale disasters, pet ownership may affect the behavior of large segments of the population at risk. Awareness of local and borough plans for sheltering pets in conjunction with people shelters will encourage some pet owners to evacuate as opposed to sheltering in place. If displaced persons shelters are established during an incident, establishing a corresponding pet shelter should be considered.
- B. Protection of human life is the immediate goal of KPB responders. During a disaster emergency, the Police and Fire Departments are not responsible for, but may assist with the rescue, evacuation, sheltering or welfare of animals.
- C. Assumptions.
1. Through public education, animal owners will know how to prepare themselves and their animals for an emergency/disaster situation.
  2. Coordination of pet evacuation and sheltering is primarily the responsibility of the local jurisdiction. The KPB will support local shelters' requests for assistance as requirements and resources allow.
  3. This plan assumes that the KPB Office of Emergency Management (OEM) and supporting agencies have identified suitable locations for pet sheltering and that sufficient personnel are available to support the shelter.
  4. If an emergency/disaster incapacitates local veterinary and animal care resources or if such resources are found to be insufficient to meet animal care needs, KPB will request resources from adjoining areas (Municipality of Anchorage, Mat-Su Borough).
  5. When area resources have been exhausted, KPB OEM will request assistance from the State.
  6. If the disaster or emergency is of such magnitude that Federal assistance is required, the National Disaster Medical System and the American Veterinary Medical Association will, on request, provide the National Veterinary Response Team (NVRT) and other resources to augment local resources.



#### IV. Concept of Operations

- A. When a decision is made by the Emergency Management Director to open emergency public shelters, supporting agencies will be notified and should be ready to activate a pet shelter pre-designated by OEM.
- B. Animal owners should be prepared to evacuate and provide shelter for their service animals and pets in the event of an emergency requiring evacuation. Livestock owners are solely responsible for transportation and sheltering of their livestock.
- C. The KPB will support the movement of evacuees transporting domestic household pets provided that residents are able to evacuate their pets in a manner that does not threaten the safety or welfare of first responders or other evacuees. All animals must be restrained or kenneled and no person shall be allowed to transport more animals than he or she can control. Priority will be given to service animals.
- D. Animals addressed by this plan include:
  - 1. **Service Animals:** As defined by the ADA is a service dog guide, signal dog, or any other animal that is individually trained to provide assistance to an individual with a disability. If they meet this definition; animals are considered service animals under ADA regulations regardless of whether they have been licensed or certified by a state or local government. Service animals will be admitted to regular shelters along with their owners.
  - 2. **Household Pets:** **Household pets** are domestic animals such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes. Household pets cannot be admitted into the human shelter.
- E. Animals not addressed by this plan include:
  - 1. Reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), exotic animals, and poisonous animals. Care and sheltering of these animals is the responsibility of the owner. Assistance in finding resources for this purpose will be provided by the Borough, as possible under the circumstances in effect.



2. Livestock. The transportation and sheltering of livestock is the responsibility of the owner of the livestock. Assistance in finding resources for this purpose will be provided by the Borough, as possible under the circumstances in effect.
3. Animals used for racing or commercial purposes.

F. Evacuation:

1. The KPB cannot mandate an evacuation. Owners are expected to evacuate their pets from hazardous areas. The KPB will protect human life over protecting animal life and therefore may determine that it is unsafe for citizens to enter a disaster area to rescue animals. The Incident Commander (IC) is the authority regulating access to the evacuated areas.
2. Pet owners should provide supplies for each pet including a collar or harness with ID tag, leash, water and food bowls, bedding, food and necessary medications. Owners are encouraged to bring their pet's medical records.
3. A volunteer may not under any circumstance enter an unsafe structure or situation; they must follow the instructions of the on-scene incident commander. All volunteers must be trained and must operate within their level of training. Personal protective equipment must be worn at all times.
4. A field intake card will be completed for each animal that has been evacuated to an emergency pet shelter. This information will be posted at the animal shelter and on a web site to assist the owner-pet reunion. Abandoned pets will be entered into the local pet shelter adoption-euthanasia process within three days.
5. In the event that a pet cannot be safely evacuated, the location of the pet will be recorded on a field intake card and reported to the Pet Shelter Unit Leader. If possible food and water will be left for the pet.

G. Pet Shelter Operations:

1. A pet shelter should be activated at the same time as other public shelters and used only on an emergency and temporary basis. When city animal shelters are not available or are over-capacity, the KPB, working in coordination with City Animal Shelters, volunteers, and non-profit agencies, will establish and operate shelters to care for domestic household pets at a location as near as possible or adjacent to human shelters. Requests for use of a Kenai Peninsula Borough School District (KPBSD) or Borough facility must be made through the KPB OEM or the Emergency Operations Center (EOC). Any pet shelter/rescue activities that are not initiated by the KPB will



- be the sole operational and fiscal responsibility of the person(s) or agency initiating that activity.
2. An initial shelter will be designed to house up to twenty-five (25) pets. Expansion to accommodate additional pets, up to a maximum aggregate of 50 pets may be made as circumstances dictate.
  3. Pet owners shall be responsible for the care and feeding of their pets while they are in the pet shelter. An agreement must be signed by the pet owner before the pet can be admitted to the pet shelter. The KPB will assist with pet food and supplies as reasonably available. (See Section 3 of this Annex)
  4. Pets may only stay at the pet shelter while the owner is also housed at the collocated human shelter. The pet must accompany the owner when the owner leaves the shelter.
  5. KPB will seek to establish a cache of pet sheltering equipment and supplies that will be available to support pet shelter activities within the Borough when this annex is activated due to an emergency evacuation.
  6. KPB reserves the right to refuse admittance to emergency pet shelters of pets not under control, or animals presenting a danger to persons or other animals. The owner of these pets/animals will be referred to the nearest operating animal shelter.
  7. Considerations in establishing pet shelters include:
    - Evacuated residents with pets should be encouraged to include pet food in their 7-day emergency supply kit.
    - Evacuated residents should be informed of the location of pet shelters and of the pet policy at local human shelters.
    - Pet shelter facilities should generally be collocated and separated from human shelters.
  - H. Appropriately trained volunteers will be used to the greatest extent possible to conduct domestic animal emergency response. Such volunteers operating at the direction of the KPB will be covered by the KPB liability and workman's compensation coverage.
  - I. KPB will seek to develop a trained cadre and/or list of pet shelter workers.
  - J. All persons operating in the Pet Shelter and/or pet rescue capacities will have completed NIMS requirements for responders. Pet Shelter Unit Leaders, Safety Officer and Liaison Officer will also have completed ICS 00010 and 00011.



- K. Joint operations. Operations overlapping Borough and municipal jurisdictions will be conducted cooperatively in accordance with signed Mutual Aid agreements. All state and federal assistance is to be coordinated through the KPB EOC.
- L. Other sources of assistance may be provided by the American Veterinary Medical Association, Red Rover, American Humane Association, Humane Society of the United States, American Society for the Prevention of Cruelty to Animals, Noah's Wish, and the American Horse Protection Association.
- M. Incident Demobilization
  - 1. The Pet Shelter Unit Leader will submit a report to the Emergency Operations Center Manager. This report will be based on the incident log kept at the pet accessible shelter(s). It will include the number and types of animals housed, a narrative of operations and staffing, lessons learned during the incident and an improvement plan as applicable.
  - 2. Documentation of the incident will include all registration and animal intake forms, photographs of pets and owners, volunteer registration forms, incident logs kept by the Pet Shelter Unit Leader and any other pertinent documents.
  - 3. The Pet Shelter Unit leader will participate in the EOC debriefing to help assess management of the incident and identify needed improvements.

## **V. Direction, Control, and Coordination**

The responsibilities listed herein are not intended to be departmental checklists. At the discretion of the incident commander not all functions may be performed and not all agencies used. Each City is responsible for the establishment and oversight of the operation of emergency pet shelters within their jurisdictions as indicated in their respective Plans. In the event of an area wide issue where multiple jurisdictions need to activate pet shelters, the coordination efforts should be routed through the KPB IC to reduce duplicate efforts and multiple agencies seeking the same resource.

### **A. KPB OEM / EOC**

- 1. Coordinates overall strategic disaster response during a major emergency or disaster.
- 2. Secures additional resources through state and federal agencies as needed.
- 3. Coordinates with and supports pet shelter related requests from field agencies during a major emergency or disaster.





4. Assumes strategic long-term planning for domestic animal emergencies.
5. Disseminates public information concerning domestic animal emergency activities.
6. Coordinates care of domestic animals during an emergency requiring mass evacuation or sheltering.
7. Provides coordination to assist in setting up and staffing emergency domestic animal shelters.
8. Coordinates rescue efforts of animals roaming outside local government's evacuated areas after the initial emergency is under control.
9. Provides fiscal assistance, as available, for authorized pet sheltering operations.

B. KPB School District

1. May agree to participate as a pre-designated facility, and may open a facility to use as a pet friendly shelter as detailed in a memorandum of understanding (MOU) with OEM and other support agencies.
2. The nature of the hazard and severity of the event will determine when and where shelter(s) may be required to open.
3. A pet-friendly shelter may be activated at the same time as public shelters are being opened. This service may be provided on an emergency and temporary basis until local officials close the shelters.

C. City Animal Control Services

1. Will continue to provide city-wide animal control within their jurisdiction.
2. May respond to emergency situations outside their jurisdiction upon KPB IC request and local authority approval, for instances involving loose animals or attacks on people and other pets. Mutual Aid agreements may be initiated for this purpose.
3. May maintain an on-call status during short term sheltering operations.
4. Roles and responsibilities after a disaster will significantly change with priority being placed on rescuing and detaining lost animals.



5. May also take into custody any companion animal not claimed by the registered owner when the shelter is closed.
6. Although efforts will be made to reunite the animal with registered owner; the final disposition of the companion animal will be in accordance with normal animal control division policies and procedures.

D. American Red Cross

1. May assist in registering and feeding pet shelter staff.
2. May assist in some pet shelter functions.

E. Pet Shelter Unit Leader Assigned by KPB IC [Local resources include Kenai, Soldotna, Seward, and Homer Animal Shelters and the Alaska's Extended Life Animal Sanctuary (AELAS)]; generally, City agencies are to operate within their individual areas of responsibility and authority, and may be requested to provide services outside those boundaries in some circumstances, with approval for response remaining at the discretion of their local government leaders. Mutual Aid agreements may be implemented to include this resource.

1. KPB OEM will coordinate an annual resource list update to be available in the EOC, which is intended to identify suitable animal boarding facilities and shelters in advance of an emergency.
2. KPB OEM will coordinate an annual resource list update to be available in the EOC, which is intended to identify, in advance of an emergency, medical and non-medical volunteers and agencies that can provide domestic animal care and assistance.
3. KPB OEM will coordinate, in advance of an emergency, an annual resource list update to be available in the EOC, to identify resources and potential sources for pet shelter needs.
4. Provides guidance to evacuees for logistics related to pet and animal evacuation.
5. Coordinates monitoring of public health and zoonotic disease issues, which may include the removal and disposal of animal waste and dead animals.
6. Coordinates management of activated animal shelters within its jurisdiction during an emergency until transfer of management oversight has occurred.



7. Supports animal sheltering activities through use of identified facilities and equipment as necessary. Each animal shelter or agency will determine what resources it may provide to other areas based upon its local ability and need.
8. Coordinates assistance with appropriate agencies for long-term maintenance, placement, or disposition of animals that cannot be returned to their normal habitat or have been separated from their owners.
9. Coordinates collection of health status data for animals in the pet shelter(s) as appropriate.
10. Coordinates with appropriate agencies, processing of unclaimed animals through adoption or euthanasia through established procedures.
11. Makes requests for needed resources through the KPB Logistics Section Chief.
12. The Pet Shelter Unit Leader will maintain contact with, and provide shelter statistics to the Shelter Manager. The Shelter Manager will relay that information to the KPB EOC either by telephone or through electronic means.

## **VI. Administration, Finance, and Logistics**

- A. The KPB, when it initiates a pet shelter, will be responsible for all costs associated with that shelter. Requests for expenditures must be made through the Borough EOC Logistics and Finance Section Chiefs. Pet shelters initiated by parties other than the Kenai Peninsula Borough are the fiscal and operational responsibility of that initiating agency.
- B. Every agency assisting with pet sheltering will maintain accurate records, including information related to authorized expenditures and other costs incurred during disaster operations. The records will be required to request reimbursement from State or Federal resources.
- C. Local resources will be committed before local governments request assistance from higher levels of government as described in the EOP.
- D. The KPB Public Works Dept. may assist in coordinating delivery of perishable pet supplies and transporting pet trailers to pre-selected sheltering locations.
- E. All logistical needs associated with a KPB pet shelter event must be processed through the KPB OEM or EOC on a resource order form.



- F. Any agency initiating a pet shelter or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.



## SHELTER MANAGEMENT HANDBOOK

### Mission of Emergency Pet Shelter:

- A) Provide a safe place for people to care for their displaced pets during an evacuation due to an emergency or disaster. Reduce stress to the owners and animals as much as possible by remaining professional, calm and caring to both owner and pet. Ensure that both owner and pet are receiving adequate food, water and rest.
- B) Dramatically reduce the number of bites associated with sheltering animals by sheltering them near or with their owners. To accomplish this, owners should be the only ones handling their pets. The only time shelter volunteers are allowed to handle pets is with the consent of the Pet Shelter Unit Leader and the pet's owner.
- C) Resist judgmental attitudes about each person's level of caring for his pet. Remember that this is an abnormal situation for the evacuees and we are here to help them through a crisis.
- D) Ensure that fellow shelter volunteers are receiving adequate food, water and rest.
- E) Provide a venue for missing pets and owners to reunite.

### Responsibilities:

#### A) Pet Shelter Unit Leader

1. Responsible for overall management of pet accessible shelter including safety of staff, pet owners and pets.
2. Initiate set-up of shelter operations
3. Ensure shelter is easily accessible to pet owners yet provide isolation for the pet's safety and well being
4. Ensure there is adequate space to separate species or sick/injured animals if possible.
5. Direct the owner's of aggressive animals to the closest municipal animal shelter.
6. In cooperation or in contact with a representative of the Borough Risk Management office, physically inspect the pet shelter and document current conditions, photograph any damage, equipment, furnishings or materials present and describe cleanliness of the site. Provide this documentation through Risk Management for approval before the shelter may be opened as a Borough coordinated site.
7. Ascertain there is:



- a. adequate lighting, heat and power
- b. sufficient exiting
- c. water available
- d. functional fire extinguishers
- e. cleanable flooring
- f. functional restrooms available.
- g. space for exercising animals
- h. establish a pet shelter layout plan
- i. establish a registration area with signage and registration table

Document all of these items, and request appropriate resources through IC if any item is inadequate.

8. Supervision of staff and volunteers
9. Coordination with ARC Shelter Manager(s) and EOC
10. Maintaining incident log
11. Plan for staffing needs and logistic needs for the next operational period.
12. Communicate situation reports to EOC Manager or Liaison Officer
13. Close out of shelter operations
14. Submission of pet shelter report to EOC Manager
15. Establish Pet Shelter staff personnel at human shelter registration area.

B) Pet Shelter Liaison Officer (if staffed)

1. Coordinate with the EOC and, if needed, the ARC
2. Notify shelter team and volunteers of activation
3. Contact volunteers and schedule staffing
4. Coordinate with other agencies (humane societies, rescue groups, Animal Control, vets, boarders, groomers)
5. Maintain log of contacts
6. Coordinate procurement and/or delivery of supplies with EOC Logistics Section Chief
7. Contact the on-call veterinarian when needed
8. Record staff time sheets and provide to EOC Finance Section.

C) Safety Officer (if staffed)

1. Inspect the premises for any potential hazards before setting up the cages and regularly during the operation of the shelter. Advise the Pet Shelter Unit Leader if any hazards needs to be addressed.
2. Complete a form 215A. Coordinate with EOC Safety Officer.
3. Identify, designate and prominently mark all fire exits, first aid stations for humans and pets, hazardous paths, water stations, rest rooms, handicap accessible areas and other potential risk areas within the facility.
4. Monitor safety of all public areas such as slippery/icy pathways, unlit areas, uneven footing, hazardous equipment or objects such as loose boards, broken glass, protruding metal or nails.



5. Monitor safety of animal holding areas for electrical, water, fire, and structural hazards.
6. Monitor placement of kennels to ensure that penned animals cannot access hazardous items such as power cords, etc.
7. Be alert to unsafe practices of the staff and owners when they are moving equipment and animals about the facility. Provide assistance or advise the Pet Shelter Unit Leader of problems.
8. Investigate all reported animal bites and provide a report to the Pet Shelter Unit Leader.
9. Ensure that only shelter volunteers and owners are allowed into the areas where animals are kept. Advise the Pet Shelter Unit Leader if an unauthorized person is on the premises and refuses to leave.
10. Encourages shelter volunteers and pet owners to receive adequate food, water, and rest to reduce stress.
11. The Pet Shelter Safety Officer will devise and post an emergency evacuation plan for the pet accessible shelter in case of fire, severe weather, or power failure.

#### D) Pet Shelter Staff

##### **Site preparation**

1. Complete a form 211 sign-in sheet and don issued identification badge
2. Don an assigned vest
3. Set up signage and registration area at designated pet shelter
4. Configure pet shelter space (dogs, cats, isolation wards, materials)
5. Set up trash cans, fans, plastic sheeting, crates and supplies
6. Ensure adequate supplies of crates, food, plastic bags, disinfectant, etc.
7. Coordinate with Pet Shelter Liaison Officer for special supply needs
8. Coordinate with ARC Shelter Manager for location of trash disposal, pet walking areas, and needs of Pet Shelter volunteers

##### **Operations Sequence**

1. Pets must stay in the vehicle transporting them until the intake area is prepared to accept them. All dogs must be leashed and other animals caged or restrained.
2. Register evacuees and their animals using appropriate forms. The Pet Shelter Unit Leader has the right to refuse admission of any pet that has a disease that is contagious or is too aggressive to be safely handled by its owner and/or shelter staff.
  - a. Shelter Admission and Discharge form for each pet
  - b. Pet owner sheltering agreement
  - c. Assumption of risk form
  - d. Animal Care guidelines



- e. Pet owner rules
3. Take photo of animal with their owner(s).
4. Perform animal intake and health assessment.
  - a. Injured or ill pets will have their cages flagged with a yellow flag. The veterinarian on duty will be notified. These animals will be isolated and their cages covered.
  - b. Flag cages blue for pets with owner's needing special assistance in the care of their pets.
5. Assign animal to an appropriately sized cage and properly label cage with cage card including owner ID, pet's name and any special needs. Ensure pet has water and bedding. Keep any owner supplied materials either in or on the cage. Owner supplied materials must be identified with permanent marker.
6. Assign animal to appropriate location in the shelter.
  - a. Separate dog and cat shelter areas by a partition or separate area if possible.
  - b. Maintain emergency egress doors and pathways clear of cages or materials.
  - c. Allow for adequate separation between cages. Stack cages only if necessary.
  - d. Volunteers will wear proper personal protective equipment when handling cages or animals. (e.g. leather gloves and eye protection).
  - e. Record the location of the cage on the shelter layout plan.
7. Maintain 3 copies of each file on all animals currently in shelter.
8. Assist owners when they come to walk/feed/care for pet. Record the activity on the Daily Log.
9. Notify Pet Shelter Unit Leader when owners are not caring for pets on a regular schedule.
10. Coordinate with veterinarian on-site to deal with pet health care issues.
11. Walk/feed pets (flagged Blue) for special needs owners who are incapable of caring for their pets.
12. Monitor animals for stress/behavior problems.
13. Monitor supplies, food and environmental conditions.

### **Demobilization**

1. Assist in break-down and cleaning of shelter and crates.
2. Notify pet shelter supervisor of any problems.
3. Clean and disinfect surface areas with suitable anti-bacterial and antiviral liquid cleaning solutions.
4. Break down of shelter, clean-up of area, and final check of area.
5. Check out with Pet Shelter Unit Leader and complete Demobilization form.

### **Policies:**





- A) Volunteers must be at least 18 years old and have received appropriate training.
- B) The Pet Shelter Unit Leader is in charge of the operation of the pet accessible shelter and has the authority to set shelter-specific rules, approve variances to these policies, dismiss volunteers, determine staffing levels, and refuse to accept animals.
- C) Only pet owners and Pet Shelter staff may remove animals from crates.
- D) Unless needs dictate, owners are responsible for administering all medications to pets.
- E) Pets in the emergency pet shelter will not have contact with other pets.
- F) Owners will be asked to provide proof of vaccinations such as shot records or rabies tag; this will be noted on the registration and intake forms. During disaster or evacuations, it is recognized that pet owners may not always remember to bring proof of rabies vaccination or bordetella (kennel cough) shots. **The registration forms will indicate that the pet owner accepts the risks of boarding their pet in the emergency pet shelter.**
- G) Only Pet Shelter staff, pet owners, EOC personnel and building maintenance workers are allowed inside the pet accessible shelter.
- H) The pet accessible shelter will be secured at night.
- I) At least two Pet Shelter staff will be present at all times. When animals are in residence, the facility will never be left unattended.
- J) Pet owners will feed, walk, and care for their animals. The exception will be those animals whose owners are not physically able to visit their animal(s) in which case, the owner may designate in writing a person to provide these services for the pet. Cages to be marked with blue flagging.
- K) Animals will be fed once a day and walked at least twice a day. Pet owners who do not adhere to the minimum care schedule will be notified through the Pet Shelter Unit Leader that they must care for their animal or leave the shelter with their pet(s).
- L) Each crate or kennel will be cleaned and disinfected before being used for another animal. All food and water bowls will be cleaned and disinfected and new bedding provided for the next resident.
- M) The Pet Shelter staff will perform regular “poop patrol” walks to ensure pet owners have cleaned up the Dog Walk area.



- N) The Pet Shelter Unit leader will immediately inform the human Shelter Manager of any problems with the building, security, shelter population, or hazardous situation.
  
- O) The facility will be left as clean as or cleaner than before the pet shelter was set up.



**Appendix B.**

**ANIMAL BITE PROTOCOL**

Animal bites, no matter how minor, must be reported to the Shelter Safety Officer on duty immediately. The Safety Officer must report the incident to the Pet Shelter Unit Leader. The Pet Shelter Unit Leader must immediately notify the EOC Safety Officer.

**Bites on Persons:**

1. The Shelter Safety Officer will ensure that the biting animal is confined securely and instruct shelter personnel to ensure the animal is not removed from the premises except by authorized animal control personnel.
2. The Shelter Safety Officer will escort the bitten person to the nearest First Aid Station for evaluation and treatment.
3. The First Aid Provider will provide first aid and then direct the bitten person to the hospital or medical clinic for appropriate evaluation and treatment. Should the bitten person refuse treatment, the First Aid Provider will instruct the person to sign a refusal of treatment form.
4. The Shelter Safety Officer will contact the owner of the animal and request proof of rabies vaccination.
5. The Safety Officer will fill out a Bite Record form and give it to the Pet Shelter Unit Leader.

**Bites on Other Animals:**

1. The Shelter Safety Officer will ensure that the biting animal is confined securely and instruct shelter personnel to ensure the animal is not removed from the premises except by authorized animal control personnel.
2. The Pet First Aid Provider may provide first aid and then direct the owner of the bitten animal to the veterinarian if one is available. Should the owner refuse treatment for his animal, the provider will have the owner sign a refusal of treatment form.
3. The Shelter Safety Officer will contact the owner of the animal and request proof of rabies vaccination.
4. The Shelter Safety Officer will fill out a Bite Record form and give it to the Pet Shelter Unit Leader

**Confinement of Animal:**

The animal's cage will be separated from other cages and the cage will be clearly posted with a red tag and sign that alerts staff and owners that the animal has been involved in a bite incident.

The Pet Shelter Unit Leader will make appropriate notes on the cage card to indicate the animal was involved in a bite incident.

Only authorized personnel will be allowed to handle the animal.



Appendix C Forms

# Shelter Admission / Discharge for Animal

Owner's Full Name: \_\_\_\_\_

Owner's Full Address: \_\_\_\_\_

Owner's Home Number: \_\_\_\_\_ work: \_\_\_\_\_ cell: \_\_\_\_\_

Out-of-area contact Name/Phone Number: \_\_\_\_\_

**Description of Animal:**       Dog    Cat      **Other:** \_\_\_\_\_  
 Male       Female       Intact       In heat       Neutered/Spayed

Name: \_\_\_\_\_ Breed: \_\_\_\_\_

Color: \_\_\_\_\_ Age: \_\_\_\_\_ Distinctive Markings: \_\_\_\_\_

Do you have a kennel/cage for your pet: Y/N \_\_\_\_\_

Micro Chip: Y/N \_\_\_\_\_ Medication Required: \_\_\_\_\_

Primary Veterinarian: \_\_\_\_\_

City & State: \_\_\_\_\_

I certify that my pet has no history of aggressive behavior and has not been diagnosed with any contagious diseases for which it has not received successful treatment.

I hereby agree to hold harmless all persons, organizations, corporations or government agencies involved in the care and sheltering of my animal(s). I further agree to indemnify any persons or entities which may have suffered any loss or damage as a result of the care and sheltering of my animals(s). I further agree that if I fail to provide care for my animals(s) for 24 hours my animal(s) will be transferred to the designated animal shelter.

\_\_\_\_\_  
Pet Owner's Signature

\_\_\_\_\_  
Pet Owner's Printed Name

\_\_\_\_\_  
Date

Arrival Date \_\_\_\_\_

Time \_\_\_\_\_

Registration No. \_\_\_\_\_

\_\_\_\_\_  
Departure Date      Time

\_\_\_\_\_  
Owner's Signature



**PET OWNER SHELTERING AGREEMENT**

I understand that emergencies exist and that limited arrangements have been made to allow myself, my family and pet to remain in the shelter facility. I understand and agree to abide by the pet care rules contained in this agreement and have explained them to any other family member accompanying me and my pet.

1. My pet will remain contained in its approved carrier or under my control with a leash at all times.
2. I agree to properly feed, water and care for my pet not less than twice daily.
3. I agree to properly dispose of my pets waste, clean and disinfect the kennel/cage when soiled by my pet.
4. I will not pet, approach or handle any other animal other than my own. I will not allow my pet to interact with any other people or pets.
5. Pet owners may not bring their pet into the human shelter areas.
6. I permit my pet to be examined and handled as necessary by animal shelter personnel.
7. I acknowledge that my failure to follow these rules may result in the removal of my pet from the shelter. I further understand that if my pet becomes unruly, aggressive, show signs of contagious disease, is infested with parasites or begins to show signs of stress-related conditions, my pet may be removed to a remote location. I understand that any decision concerning the care and welfare of my pet and the shelter population as a whole are within the sole discretion of the Pet Shelter Unit Leader, whose decisions are final.
8. The owner agrees that when they leave the shelter, their pet must accompany them. The pet must be "logged out" at the Registration area when removed from the shelter.

\_\_\_\_\_  
(Signature of pet owner)

\_\_\_\_\_  
(Date)



## **ANIMAL CARE GUIDELINES**

### Dogs:

- Kennel or crate large enough for pet to stand up, turn around comfortably and room for food and water;
- Dogs shall be walked at least twice a day for 20-minute intervals;
- The kennel shall have prominently posted:
  - Owner's Name;
  - Pet's Name;
  - Owner contact information (cell phone, pager, shelter sleeping location, etc...)
- Potable water shall be available at all times;
- Water container should be rust proof, cleaned daily and mounted so the animal cannot tip it over or urinate in it;
- Self feeders, if used, should be mounted so dogs cannot urinate or defecate in them;
- Bedding of blankets or towels must be used and in sufficient quantity that replacements are readily available should soiling occur;
- Owner to supply newspapers, plastic disposable gloves and trash bags for owner to handle waste;
- Medicines and food should be in sufficient quantity to support the animal.

### Cats:

- Kennel or crate large enough for pet to stand up, turn around comfortably and room for food, water and litter;
- Cat kennels shall be serviced (cleaned) at least twice a day;
- The kennel shall have prominently posted:
  - Owner's Name;
  - Pets name;
  - Owner's contact information (cell phone, pager, shelter sleeping location, etc...)
- Cat litter and pan must be provided in each cage;
- Water and dry food should be available at all times;
- Bedding of blankets or towels must be used with sufficient quantity readily available should soiling occur;
- Medicines and food should be in sufficient quantity to support your animal.



# Daily Animal Log

Shelter location \_\_\_\_\_ Date \_\_\_\_\_

Owner name	Pet name	OUT time	IN time	Circle Appropriate		
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other
				Feed	Walk	Water
				Visit	Medicate	Other



**CONTACT INFORMATION FOR OWNER SEEKING LOST PET  
PLEASE USE A SEPARATE FORM FOR EACH LOST PET.**

**OWNER'S NAME:** \_\_\_\_\_

**ADDRESS:** \_\_\_\_\_

**HOME PHONE:** \_\_\_\_\_ **CELL PHONE:** \_\_\_\_\_

**WORK PHONE:** \_\_\_\_\_

**PET'S NAME:** \_\_\_\_\_

**TYPE OF ANIMAL (DOG/CAT/ETC):** \_\_\_\_\_

**BREED:** \_\_\_\_\_

**COLOR(S):** \_\_\_\_\_

**MALE:** \_\_\_\_\_ **INTACT (Y/N):** \_\_\_\_\_ **FEMALE:** \_\_\_\_\_

**SIZE (S/M/L/XL):** \_\_\_\_\_

**MICROCHIPPED (Y/N):** \_\_\_\_\_ **CHIP NUMBER:** \_\_\_\_\_

**COLLAR/HARNESS DESCRIPTION:** \_\_\_\_\_

**WEARING TAGS (Y/N):** \_\_\_\_\_ **CITY LICENSE:** \_\_\_\_\_

**ANY UNUSUAL DESCRIPTION (SUCH AS MISSING PARTS, SCARS, ETC):** \_\_\_\_\_

---

**LOCATION LAST SEEN:** \_\_\_\_\_

**ALTERNATE CONTACT PERSON:**

**NAME:** \_\_\_\_\_ **PHONE:** \_\_\_\_\_

**DATE:** \_\_\_\_\_

**ATTACH PHOTO OF PET TO THIS FORM**





# **TRIAGE AREA**

**PLEASE WAIT HERE FOR  
ASSISTANCE**

**PLEASE MAINTAIN CONTROL OF YOUR PET**

**BE PREPARED TO ANSWER QUESTIONS  
REGARDING YOUR PET'S HEALTH**

**ADVISE US OF ANY INJURIES OR  
ILLNESSES YOUR PET IS EXPERIENCING**



# **DOGS AREA**

## **RESTRICTED AREA**

**ONLY OWNERS  
AND SHELTER PERSONNEL  
ARE ALLOWED HERE**

**PLEASE MAINTAIN CONTROL OF YOUR PET**

**PETS MUST BE LEASHED OR CAGED  
AT ALL TIMES**



# **CATS AREA**

## **RESTRICTED AREA**

**ONLY OWNERS  
AND SHELTER PERSONNEL  
ARE ALLOWED HERE**

**PLEASE MAINTAIN CONTROL OF YOUR PET**

**PETS MUST BE LEASHED OR CAGED**



# **REGISTRATION AREA**

**PLEASE WAIT HERE FOR  
ASSISTANCE**

**PLEASE MAINTAIN CONTROL OF YOUR PET**

**PETS MUST BE LEASHED OR CAGED  
ASK FOR A LEASH OR CAGE  
IF YOU NEED ONE**

**AGGRESSIVE DOGS WILL NOT BE ACCEPTED AT  
THE SHELTER.**



# **FIRE EXTINGUISHER HERE**



**BREAK ROOM  
FOR  
SHELTER  
PERSONNEL  
AND  
OWNERS  
  
RESTRICTED AREA**



# **PET PHOTO AREA**

**PLEASE WAIT HERE FOR  
ASSISTANCE**

**PLEASE MAINTAIN CONTROL OF YOUR PET**

**PETS MUST BE LEASHED OR CAGED  
ASK FOR A LEASH OR CAGE  
IF YOU NEED ONE**



# **PET FIRST AID STATION**





# PEOPLE FIRST AID STATION



# **WATER FOR PETS**



**EXIT**



# CAUTION!

THIS CAGE CONTAINS  
AN ANIMAL THAT HAS  
BEEN INVOLVED IN  
A BITE INCIDENT.

ONLY AUTHORIZED  
PERSONS WILL  
HANDLE THIS  
ANIMAL.

ANIMAL IS NOT TO  
LEAVE THE SHELTER  
WITHOUT AUTHORIZATION  
OF THE PET SHELTER UNIT LEADER.



# KPB ANIMAL SHELTER RESTRICTED AREA



**APPENDIX E  
DEMobilIZATION CHECK SHEET**

Authority for closing the pet accessible shelter rests with Incident Commander. That decision will be communicated directly to the Pet Shelter Unit Leader. Once the decision has been made to close the shelter, break down can be initiated and may, if necessary, be phased in over time if some animals are still in residence. The Pet Shelter Unit Leader may request the Logistics Section to call in extra volunteers to assist in break-down if needed.

- Once owners have checked out all the pets in the pet shelter, all crates, kennels and cages will be broke down and removed from the facility. Cleaning and disinfecting of crates and kennels after breakdown can occur off-site.
- All crates, materials and supplies will be removed from the facility and plastic sheeting will be taken up.

**Clean up**

- \_\_\_\_\_ All floors will be cleaned and disinfected.
- \_\_\_\_\_ Any furniture, tables or shelves used for holding crates and animals will be wiped down with disinfectant wipes.
- \_\_\_\_\_ Handrails, water fountains, and doorknobs will be wiped down with disinfectant wipes.
- \_\_\_\_\_ Trash receptacles will be emptied and bagged trash placed in designated dumpsters.
- \_\_\_\_\_ Facility restrooms will be cleaned and the trash emptied.
- \_\_\_\_\_ The Pet Shelter Unit Leader and property owner or property manager physically inspect the building before leaving, and correct any discrepancies noted.
- \_\_\_\_\_ Cages, crates and kennels will be cleaned and disinfected before being returned to lenders. KPb crates will be cleaned and disinfected before storing in KPb facility.
- \_\_\_\_\_ All towels, sheets and bedding will be laundered with detergent and bleach after being used for each animal. All towels, sheets and bedding will be laundered before storing in watertight containers in the KPb cache.

**Inventory**

- \_\_\_\_\_ All KPb materials, including forms, supplies, safety equipment, and volunteer vests and badges will be inventoried and returned to the KPb storage facility. Food will be stored in watertight containers.



## Emergency Pet Sheltering Manual

### VI. Incident Close out

#### Report Writing

The Pet Shelter Unit Leader will submit a report to the Incident Commander. This report will be based on the incident unit log kept at the pet accessible shelter and the log kept by the liaison in the EOC. It will include the number and types of animals housed, an assessment of Pet Shelter operations and staffing, descriptions of problems or “incidents within the incident” and how they were handled, and identify any gaps in skills, staffing or logistics. The report will include a section on lessons learned during the incident.

#### Documentation

Documentation of the incident will include all registration and animal intake forms, photographs of pets and owners, volunteer registration forms, incident logs kept by the Pet Shelter Unit Leader and liaison, receipts for purchases, and thank you letters.

#### Debriefing

The Liaison and the Pet Shelter Unit Leader will attend the EOC close out meeting to help assess management of the incident and identify problems. One of them will give a verbal report of the shelter operations during close out.



## I. Purpose

This Avalanche plan provides guidance for the Kenai Peninsula Borough's response to an avalanche event. It addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for 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 due to avalanche. This Annex supplements the KPB Emergency Operations Plan (EOP) which provides the overall guidance for emergency response activities in the borough.

## II. Authority

The KPB is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the KPB. The Borough Mayor or designee must declare a local emergency or disaster to allow activation of this plan.

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.

Per AS 18.60.120. Search and Rescue Parties: Upon being notified that a person is lost, injured, killed, or is in need of immediate rescue, the commissioner of public safety or a designee may appoint a competent person to organize, direct, and guide a search and rescue party for the purpose of rescuing or retrieving the person or the person's remains.

## III. Situation and Assumptions

**Situation.** Many snow avalanches occur in Alaska every year. The exact number is undeterminable, as most occur in isolated areas and are unreported. Avalanches tend to occur repeatedly in localized areas and can shear off trees, cover communities and transportation routes, destroy buildings and cause death. Avalanches cause two primary hazards: road blocks and death or significant injury. Fatalities are the best-documented impact related to avalanches and Alaska leads the nation in avalanche accidents per capita.





Road blocks are a major concern where roads intersect an avalanche path. The major impacts associated with road blocks are snow removal, traffic diversion/road closure; both necessitate personnel and equipment. In the case of Lowell Point, an avalanche may cause the community to be isolated until the avalanche is cleared. Because the Kenai Peninsula is connected to Anchorage and the rest of the state by a single highway and rail line, avalanches blocking either can effectively isolate the entire Peninsula creating potential logistic and medical challenges.

Avalanches that can affect infrastructure (ex. back-country powerlines, AKRR) are a hazard primarily in the East Zone of the Borough. Although the Central and South Zones also have terrain where avalanches are possible, these slopes are generally away from roads and developed areas. One exception is the Sterling Highway near Cooper Landing.

Between March of 1999 and January of 2010, 14 people were killed in avalanches on the Kenai Peninsula, most commonly in the area around Turnagain Pass. Most were engaged in off-road recreation, but one was a heavy equipment operator, working to clear the Seward Highway from an earlier avalanche. His D6 Caterpillar was swept 400 feet off the road by a second avalanche.

Areas of high avalanche hazard along primary roadways include:

- Mile 18 – 23 Seward Highway (Crown Point)
- Mile 61 – 67 Seward Highway (Turnagain Pass)
- Mile 28 – 39 Seward Highway (Moose Pass to just north of Tern Lake)
- Mile 38 – 39 Sterling Highway (just west of Tern Lake)
- Mile 1 – 4 Hope Highway
- Mile 9 – 15 Hope Highway

Avalanche gate locations along Seward / Sterling Highway:

- Summit Lake (MP 46)
- Summit Lake (MP 43.8)
- Devil's Creek (MP 39.6)
- Tern Lake (MP 36.4)
- Sterling Highway (MP 40.2)

Emergency Call Boxes are located at:

- Turnagain Pass (MP 68.5)
- Hope Highway Junction (Hope Highway MP 0.2)
- Summit Lake Lodge (MP 45.8)
- Sterling Highway (MP 40)



Several areas of the Alaska Railroad also run through avalanche terrain and are frequently impacted. Although the eastern Kenai Peninsula is the most avalanche-prone, other areas have avalanche terrain as well. In December 2001, an avalanche in the Kenai National Wildlife Refuge near Skilak Glacier, approximately 30 miles south of Skilak Lake, killed at least 143 caribou. Although there is little infrastructure in the south-central part of the peninsula, the area is popular for outdoor recreation, particularly snowmobiling.

### **Planning Assumptions.**

- A. Large avalanche cycles are caused by weather that is also likely to hamper search efforts.
- B. Roads may be blocked, making it difficult to reach the people needing rescue.
- C. Hypothermia, frostbite and additional avalanches in the area may become a threat to searchers.
- D. The scene may become icy or wet or otherwise slippery, and transportation from other communities may be interrupted, making additional resources unavailable.
- E. Multi-day search and/or cleanup efforts may be hampered by additional periods of ever-changing high avalanche danger.

## **IV. Concept of Operations**

Although conditions that increase the likelihood of avalanches can be forecast, actual avalanche events usually occur without warning. During avalanche response/recovery operations, the KPB EOC functions primarily as a coordination center in support of the on-scene Incident Commander. Other functions the KPB EOC may be called upon to perform include: Joint Information Center (JIC) activities and possibly establishing shelters for displaced/isolated individuals. See Standard Operating Guidelines and the KPB EOP for additional information on Alert, Warning/Public Information functions and contact information. The Sheltering Annex (Annex 2) and the Pet Shelter Annex (Annex 4) should be consulted for guidance when shelter activities are warranted.

Large avalanche cycles are caused by weather that is also likely to hamper search efforts. Roads may be blocked, hypothermia may become a threat to searchers, the scene may become icy or wet or otherwise slippery, and transportation from other communities may be interrupted, making additional resources unavailable. Multi-day search and/or cleanup efforts may be hampered by additional periods of high avalanche danger.



KPB OEM/EOC should consider potential avalanche impacts to:

- Transportation: There is high potential for avalanche closures along portions of the Seward and Sterling highways. Not only may vehicles be damaged/buried by avalanche debris, but travelers may be cut off by avalanches covering the roadway (in front and behind) and unable to move out of the area. Large avalanches may take DOT several days to clear and may effectively cut off the entire peninsula (or portions) to road traffic. Coordination with KPBSD should be considered during periods of high avalanche danger to preclude school buses (local and visiting sports teams) from being trapped
- Public Utilities: Power lines running through avalanche areas are vulnerable to avalanche damage. During periods of high avalanche potential, close coordination with utility companies is important to rapid restoration of power. Coordination may include: damage assessments, coordination with impacted communities, and public information on duration of outage estimates.
- Back-Country Recreation: Avalanches are a serious threat to back-country recreational skiers and snowmachiners. A percentage of both of these groups engage in high-risk activities that might not only be involved in an avalanche but actually cause an avalanche. Ongoing public awareness and safety programs may mitigate some of the danger, but encouraging the practice of using avalanche beacons, traveling in groups, having communication tools that function in the back country (SPOT, satphone, FRS/GRMS), and being aware of avalanche danger areas/conditions are some of the safety considerations to note.

KPB OEM should coordinate with DOT, and verify that 511.gov information sources are updated by DOT, when avalanche mitigation measures (105mm howitzer) are planned in order to pass information along to KPBSD and other appropriate organizations and communities. Due to the unpredictable nature of avalanche mitigation operations, extended road closures may result.

Qualified KPB Citizen Emergency Response Corps (CERT) personnel may assist in avalanche search and rescue operations.

Although KPB OEM is not a primary avalanche response organization, the following are concepts for avalanche Search and Rescue (SAR) that should serve as a guide to successful response.

Rescuer safety is the top priority. There will be strong social, political and economic pressure to violate that rule and rush in without delay. Crowd control may be difficult, yet safety must not be compromised. The response may need many properly equipped



volunteers. Volunteer screening and management will be an important aspect of response.

The Incident Commander (or designee) will make a scene safety decision before search efforts within the avalanche zone can begin. The IC may halt rescue efforts in the avalanche zone if the scene is not safe, and will go directly to the scene, with or in advance of the first search team.

A. Goals - Organized avalanche rescue has 2 goals, in this order:

1. Keep the searchers safe.
2. Recover the victims.

Everything else just supports Goals 1 and 2, no matter how complex the rescue may appear.

B. Scene Rules:

1. No one may enter the avalanche zone until the IC has determined that the scene is safe. The IC is the only individual permitted to make the scene safety decision, and his/her decision is final. Once the scene is declared safe by the IC, organized rescue efforts may begin.
2. All KPB personnel entering avalanche zones should have a beacon.

C. Initial Search Guidelines

1. Urban Avalanche SAR

- Cover the entire area quickly, searching for obvious clues, visual or auditory finds, and survivors.
- Avalanche dogs are the best tools, if they are available.
- Most urban victims or survivors will not be wearing beacons, but it is possible that some may be. Listen for signals during initial search.
- Do not use heavy equipment on or in snow that may contain a victim.
- Shovel snow by hand onto tarps; use heavy equipment to haul it away.
- Snow disposal location must be located, and should take into consideration contaminants and pollutants as well as health hazards.
- Use frequent quiet periods, where all equipment is turned off, radios are turned down, and searchers are silent, to listen for cries.
- Recognize that urban residents may not all be inside buildings when a slide hits.
- If you don't find people outside buildings with visuals, clues, beacon signals, or dogs, begin probe lines in the most-likely areas. Use fingertip-to-fingertip spacing; probe left, center, and right. Probes are much more effective in debris without building parts.



## 2. Highway Avalanche SAR

- Determine if anyone is missing. Search usually begins only if there is a witness, a visible vehicle part, or if someone is reported overdue.
- Car probe pattern is fingertip-to-fingertip, probe center only. Advance 2 or 3 steps, depending on the size of the missing vehicle.
- Search dogs are particularly valuable.

D. Interviews with survivors, witnesses, family and neighbors are the principle source of information on who is missing.

## V. Organization and Assignment of Responsibilities

KPB EOC will provide support and coordination for avalanche response and recovery activities in the borough that occur outside of incorporated city jurisdictions and for the on-scene IC, DOT, AST, and public utility recovery operations.

DOT will act as the primary agency responsible for road closures, road clearing, and snow removal at avalanche sites involving public roadways. DOT will assure appropriate public information is posted on 511.gov resources.

AST will function as primary agency for back-country search and rescue operations and will assist DOT with public road closure/safety operations.

AKRR is responsible for all avalanche operations that affect railways and railroad property. AST may assist AKRR personnel with back-country search and rescue operations affecting AKRR passengers and personnel.

The Incident Commander (IC) is the person in charge of the incident and must be fully qualified to manage it. Initially, the IC will be the senior first responder to arrive at the scene, but as more responders arrive command will transfer to Avalanche IC. As the situation grows, the IC may have one or more deputies from the same agency or different agencies. His/her command staff may include an Avalanche Specialist. The Incident Commander will determine the need for a separate Operations Section at an incident or event. Until Operations is established as a separate section, the IC will have direct control of tactical operations. Once activated, the IC assigns an individual as the Operations Section Chief for each operational period. The Operations Chief will be the most qualified person to control tactical operations.



## **VI. Direction, Control, and Coordination**

The on-scene Incident Commander is responsible for all tactical operations and resources placed at their disposal. The KPB EOC will be notified by either the Alaska State Troopers or the Alaska Department of Transportation of the occurrence of an avalanche requiring an emergency response. Organizations responding to an avalanche will follow the direction, control and coordination outlined in Section V of this plan. Additional information and coordination with the Alaska Mountain Rescue Group ([www.amrg.org](http://www.amrg.org)), the Alaska Search and Rescue Association ([alaskasar.org](http://alaskasar.org)), Alaska Search and Rescue Dogs ([www.asard.org](http://www.asard.org)) is available on line at the sites indicated.

Liaison officer(s) from the various avalanche response agencies may not be able to travel to the EOC but coordination may be effected telephonically or on line.

## **VII. Communication**

Communication systems, procedures, resources are defined in the Region E 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 KPB IMT and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. ALMR talk groups available for use during evacuation activities are listed in the TICP and will be assigned by dispatch personnel. Alaska State Troopers should consider the use of unencrypted channels during Search and Rescue procedures. Avalanche risk areas are also susceptible to dead zones in ALMR coverage and responders should consider using conventional frequencies loaded on their ALMR radios. 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 (Incident Action Planner (IAP), Homeland Security Information Network (HSIN, KPB mobile EOC unit) are also available for coordinating warning, response, and recovery efforts during an avalanche response.

Other communication devices particularly useful during avalanche response operations include: Avalanche beacons, SPOT beacons, FRS/GMRS radios, and sat phones for back-country response.



### **VIII. Administration, Finance, and Logistics**

- A. Kenai Peninsula Borough is only responsible for appropriate costs associated with emergency response actions and directives issued by the Kenai Peninsula Borough.
- B. All logistical needs associated with a KPB response to an avalanche event must be processed through the KPB OEM or EOC on a resource order form.
- C. Any agency initiating an avalanche event response or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.
- D. Transportation (other than POVs) and snow removal equipment is primarily owned by DOTPF or 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 avalanche response.
- E. Expenses for snow/debris removal will be borne by the agency/owner of the affected property.
- F. Local resources will be committed before local governments request assistance from higher levels of government.
- G. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## **I. Purpose**

This annex provides guidance for the Kenai Peninsula Borough's (KPB) immediate response and initial actions to a major earthquake event. It addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for 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 due to a major earthquake. This Annex supplements the KPB Emergency Operations Plan (EOP) which provides the overall guidance for emergency response activities in the borough.

## **II. Authority**

The KPB is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the KPB. The Borough Mayor or designee must declare a local emergency or disaster to allow full activation of this plan.

## **III. Situation and Assumptions**

### **Situation**

Scientists have long recognized that Alaska has more earthquakes than any other region of the United States and is, in fact, one of the most seismically active areas of the world. The second largest earthquake ever recorded shook the heart of southern Alaska on March 27th, 1964. The largest strike-slip earthquake in North America in almost 150 years occurred on the Denali Fault in central Alaska on November 3rd, 2002. "Great" earthquakes (larger than magnitude 8) have rocked the state on an average of once every 13 years since 1900. It is only a matter of time before another major earthquake will impact a large number of Alaskans. As most major earthquakes have little or no warning, all residents in KPB must prepare beforehand and be ready to respond (either evacuate or shelter-in-place) at a moment's notice.

- A. All KPB residents are vulnerable to the effects of a major earthquake.
- B. A major earthquake in the KPB will likely affect every community and communities are expected to implement the earthquake response plans they have in place. However, all earthquake response operations should be coordinated with adjacent communities and the next higher level of government KPB Office of Emergency Management (OEM), State Emergency Operations Center (SEOC), etc.





- C. Transportation, public utilities, communications, commerce, schools, structures (buildings, bridges, Cooper Lake earthen dam) are all likely to be damaged or fail during a major earthquake.
- D. Possible means of evacuating threatened populations include: road system, Alaska Railroad (AKRR), Alaska Marine Highway, privately owned vessels (including cruise ships), and aircraft. Other unconventional means of transportation such as snow machines and off-road vehicles should be considered.
- E. Seasonal issues will dramatically change the resources required for - and the response to- a major earthquake.

### **Planning Assumptions**

- A. Response to earthquake activity will likely be required immediately with little or no notice of a major earthquake.
- B. Major earthquakes may generate a local tsunami with little time to react/evacuate threatened areas.
- C. Structural fires/collapse, landslides/avalanches are likely to be limited in area or scope. However, disruptions to public utilities and transportation systems are more likely to be area wide events.
- D. Expect aftershocks and additional damage to previously weakened/damaged structures.
- E. Response to a major earthquake event will require search and rescue activities, evacuation actions, and sheltering operations to work in concert.
- F. Sheltering-in-place may be more appropriate than evacuation.
- G. Any major earthquake event will likely affect the Municipality of Anchorage and other surrounding jurisdictions creating a competition for some resources. Coordination with the Muni, Division of Homeland Security & Emergency Management (DHS&EM) and other State of Alaska agencies will be required
- H. If a Federal disaster is declared, it will take Federal Emergency Management Agency (FEMA) Region X Joint Field Office (JFO) several days to set up



Following a major earthquake and competition for critical resources will mean it could be at least seven days to several weeks before some resources will be available for earthquake response.

- I. Incorporated cities, public utilities, KPBS School District (KPBSD), and critical infrastructure owners have earthquake response plans and will conduct their own emergency response activities. Emergency service areas and unincorporated areas are encouraged to develop their own emergency plans and procedures.
- J. The KPBS will provide assistance, support, and direction to the extent possible to oversee and assist with alert and warning, response activities and recovery from a major earthquake event.
- K. Alaska State Troopers (AST), local law enforcement, and local emergency services personnel will all participate in coordinating a response to the earthquake event.
- L. Response activities using non-Borough owned assets will require coordination with the owning entity and SEOC such as Dept. of Transportation and Public Facilities (DOT&PF) debris removal equipment, street sweepers and earthmoving equipment. Pre-coordinated agreements with these resource owners will improve the speed and efficiency of an earthquake response in the borough.

#### **IV. Concept of Operations**

When faced with response to a major earthquake affecting the KPBS, local community and Borough officials will establish priorities. Priority issues of immediate concern may include, but will not be limited to:

- Secure the disaster area, ensure public safety and establish communications with responders and communities;
- Assess the unmet needs of those impacted by the disaster and take steps to meet these needs;
- Identify and mitigate hazards to public health, damage assessments, debris removal; and
- Repair damages to essential public facilities and services and take steps to restore functions.

KPBS response to a major earthquake will occur in six phases:

- Preparedness
- Search and Rescue



- Evacuation/Shelter/Shelter-in -place
- Damage Assessment
- Public Health
- Recovery

The activities in these six phases can be expected to overlap and occur simultaneously. Integration of the planning, operations, and logistic efforts for each of these activities is key to successful earthquake response.

### **Preparedness**

Planning and preparedness programs provide the foundation for effective response during a disaster/emergency. Training and exercises, community preparedness programs such as Citizen Emergency Response Teams (CERT), Local Emergency Planning Committee (LEPC), and active improvement planning programs all contribute to a successful response and recovery from a major earthquake. Family disaster plans and disaster kits help families be self-sufficient for 7 days and longer.

### **Search and Rescue**

Search and rescue for earthquake victims trapped in buildings and areas accessible via the road system is the responsibility of borough, city and village fire departments and law enforcement agencies. They will prepare and respond in accordance to their emergency operations plans and standard operating procedures. The Department of Public Safety, Division of Alaska State Troopers leads the State's search and rescue efforts for earthquake victims off the road system (generally in rural, non-structural instances) in accordance with the National Search and Rescue Plan. U.S. Coast Guard is responsible for maritime search and rescue operations. The Civil Air Patrol (CAP) may assist in both maritime and land-based search and rescue efforts.

Because the mortality rate will dramatically increase beyond 72 hours, search and rescue must begin immediately. Rescue personnel will encounter a variety of difficulties or hindrances that may include environmental safety and health hazards.

For further direction refer to local jurisdiction's EOP, the State of Alaska Department of Public Safety SAR Resource Guide, and State of Alaska Air Coordination Plan.

### **Evacuation/Shelter/Shelter in Place**

Given that 1) Major earthquakes usually occur with little or no warning; 2) the population of the KPB varies greatly depending on time of year; 3) the response to a major earthquake may require different resources depending on the time of year it occurs: the

determination to evacuate, shelter, or shelter-in-place should consider many factors. Following a major earthquake evacuation plans must ensure that evacuation routes are



safe for public use and damage assessments must be rapidly done on roadways and bridges. Workarounds for damaged/destroyed roadways and bridges may be limited as the majority of the KPB relies on the Sterling and/or Seward highway for evacuation. Damage to transportation, communications, utility distribution systems, pipelines, chemical and fuel storage, and other infrastructure systems may isolate communities, creating islands within disaster areas. Impacted transportation routes may not be functional for many weeks or months. Likewise shelter facilities must be inspected for damage before they can be used to shelter evacuees. Lastly, sheltering-in-place may be the best option for most KPB populations but this decision will be greatly affected by time of year (extended loss of power during the winter will force many residents to seek shelter). See Annex 1 for information, plans, guidelines, and Emergency Operations Center (EOC) position checklists for Evacuation activities. Likewise, see Annex 2 for sheltering plans and information, Annex 3 Special Needs, and Annex 4 Pet Sheltering should also be considered when developing response plans to a major earthquake event.

### **Damage Assessments**

In the event of a disaster, an initial assessment of the overall damage to public and private property is necessary. The initial damage assessment, conducted during the early stages of the recovery effort, is essential to determine the allocation of State and local government resources to the disaster area. Damage assessment is a fundamental responsibility of local government and should be performed at the local level as soon as the situation permits. Damage assessment will help determine if the damage warrants a State emergency declaration. A timely and accurate assessment will help prioritize response efforts in larger events or if multiple jurisdictions have been affected.

Assessment of public infrastructure requires access to a pool of highly trained engineers and building officials. Access to resources may be limited within Alaska. This level of inspection will occur during the recovery phase of the disaster. Use the time to determine the pool of people that will be used to perform the inspections along with logistics of moving and sheltering them. When large-scale assessments are needed, preplanning and early identification of inspectors is key. The CAP may be useful in area wide damage assessment to off road and isolated areas of the KPB.

### **Public Health**

In an earthquake disaster, the local governments will control emergency medical and health services within their jurisdiction. This also includes coordination of any medical and health services that may be made available by the American Red Cross and other voluntary organizations. The OEM will act in a coordination role between community health services, the State of Alaska, and tribal health organizations.

The Alaska Department of Health and Social Services will coordinate disaster-related medical services, including but not limited to:



- Serve as the lead agency during planning for the coordination of public health, healthcare and emergency medical activities during a disaster or state of emergency.
- Provide and coordinate comprehensive assessments of the health impact of all disasters to include the types of health impacts and effects on the continued ability to provide essential health services;
- Provide liaison with the Department of Health and Human Services and State and local health agencies, as potential sources of consultation and/or direct assistance;
- Provide coordination and assistance to local health jurisdictions to ensure sufficient numbers of health care providers, medical equipment and medical supplies are available during an emergency;
- Serve as the lead agency in the SEOC for coordinating health care, emergency medical and public health services during an Emergency.

### **Recovery**

While local governments are implementing emergency response and initial recovery actions necessary to protect public health and safety, the OEM will work with State agencies to prepare for the deployment of resources necessary to facilitate recovery.

Operations staff in the OEM will contact their counterparts in affected local areas to identify needed and anticipated resources, staging areas, distribution sites, contact persons, and other requirements. Information gathered during this process should be forwarded to the SEOC as appropriate. Initial planning for recovery begins before the response phase ends.

Long-term recovery efforts focus on community redevelopment and restoring the economic and social viability of the disaster area(s). Long Term Recovery requires a substantial commitment of time and resources. Refer to Annex R of the State of Alaska Emergency Operations Plan for additional information on State and Federal assistance during recovery operations.

## **V. Organization and Assignment of Responsibilities**

Local jurisdictions' EOCs and/or the on-scene IC will be responsible for executing all local responses to a major earthquake. If a local jurisdiction requires assistance or additional resources for its response, those requests must be coordinated with KPB OEM.

For earthquake response activities (evacuation, sheltering, damage assessment, etc.) involving unincorporated areas of the borough, and/or activities that require coordination



between two or more local jurisdictions; the KPB OEM will be responsible for managing/coordination of those activities.

KPB OEM is responsible for:

1. Obtain information from National Weather Forecast Office, Alaska Earthquake Information Center, Alaska Division of Homeland Security and Emergency Management or other appropriate agencies.
2. Through the PIO, issue public notification and situation updates via Public Notification means as appropriate. The KPB PIO/JIC will be responsible for alert and warning procedures and will generate all public information and warning statements.
3. Identify areas at risk, determine areas where search and rescue, evacuation, sheltering, damage assessment may be required, and coordinate response activities, evacuation routes, and safety perimeters
4. Contact affected Fire/EMS service chiefs.
5. Coordinate with local and AST Search and Rescue operations for information and resource requests.
6. Develop evacuation and shelter plans (to be signed by Borough Mayor or designee). Include refusal/special needs/pet forms in evacuation orders and sheltering processes. (See Annexes 1,2,3,and 4)
7. Issue or communicate evacuation orders or recommendations using one or more alert and warning methods. Ensure shelters and evacuation marshaling centers are set up.
8. If appropriate, assist evacuation efforts by coordinating alternative evacuation transportation (railroad, watercraft, aircraft, etc.) with resource owners and the SEOC.
9. Consider the use of contraflow procedures in order to maximize the efficiency of road traffic evacuation.
10. Coordinate evacuation and sheltering of displaced persons with local governments or service areas and ensure pet shelters are set up as appropriate.
11. Coordinate to ensure that special needs populations receive evacuation assistance.



12. Coordinate damage assessment plans, activities, and information.
13. Provide frequent public information and media announcements regarding evacuation routes/procedures, extent of evacuation, location of shelters, and other developments.
14. Conduct surveys to determine when/if evacuated areas are safe for re-entry and notify the public and media when it is safe to reenter evacuated areas.
15. Coordinate the repopulation of evacuated areas with local law enforcement and emergency services.

## **VI. Direction, Control, and Coordination**

Preparedness, response and recovery activities related to earthquakes are both a collective and an individual responsibility. Incorporated areas are responsible for earthquake response activities within their jurisdiction but should coordinate their actions with their neighboring communities as well as KPB. KPB OEM will coordinate activities between communities and efforts in the unincorporated portions of the borough to ensure an efficient use of resources and prioritize response/recovery activities.

KPB EOC will likely function as a Unified/Area Command during a response to a major earthquake. Representatives from Borough Departments and liaison officers from responding organizations are needed in the EOC to ensure unity of effort, appropriate prioritization of effort and critical resources and an efficient flow of information between jurisdictions and agencies.

Alaska State Troopers are responsible for managing evacuation procedures using the road system and will coordinate with other law enforcement and emergency management organizations. AST has primary responsibility for coordinating off road/back country search and rescue and efforts involving more than one State agency. DPS AST will designate the State Search and Rescue Coordinator. In searches where there is no AST presence, the local police chief or the designated community official (within city/town limits) will become the IC. Where an Alaska State Trooper is on the scene, the senior AST officer will become the Incident Commander.

In searches established by competent authority where there is no law enforcement presence and the Civil Air Patrol (CAP) is executing their Federal role, the CAP will be the Incident Commander. This responsibility will pass to the first law enforcement officer on the scene. The CAP, when involved in SAR operations, shall designate one person to act as liaison officer for the aerial search and ground search. This liaison officer shall



coordinate CAP activities with the Incident Commander. Every agency involved with the SAR shall designate one liaison officer to be responsible for that agency's resources. That officer will coordinate all activities with the Incident Commander.

Health clinics and hospital's (both public and private facilities) requests for public health assistance is provided by DHSS but should be coordinated through the KPB EOC.

The DHS&EM is responsible for providing Alaskans with earthquake preparedness information and training. The office of the Alaska State Seismologist and the Alaska Earthquake Information Center (AEIC), the University of Alaska Fairbanks Geophysical Institute (UAF-GI), the U.S. Geological Survey (USGS), the Alaska Division of Geological & Geophysical Surveys (ADGGS), and the National Oceanic and Atmospheric Administration West Coast/Alaska Tsunami Warning Center (WC/ATWC) work together to provide data and information to the public and to local, state, and federal authorities for use in earthquake hazard mitigation and response. This alliance of agencies carries out a collective effort to understand and prepare for earthquake disasters.

## **VII. Communication**

Communication systems, procedures, 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 KPB Incident Management Team (IMT) and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. 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 [Incident Action Plan (IAP), Homeland Security Information Network (HSIN), KPB mobile EOC unit] are also available for coordinating warning, response, and recovery efforts during an earthquake response and recovery.

Public information is to be issued through the KPB PIO, and if multiple agencies are involved in response activities, through a Joint Information Center/Joint Information System (JIC/JIS). Approval of messages must be obtained from the IC.

Public Notice of evacuation and shelter availability may be made using: KPB Alerts, Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), social media, the KPB Joint Information Center website, and other methods. Phone trees to churches, NGO's etc. can be considered as well.





## **VIII. Administration, Finance, and Logistics**

Kenai Peninsula Borough is responsible for appropriate costs associated with emergency response actions and directives issued by the Kenai Peninsula Borough.

- A. All logistical needs associated with a KPB response to an earthquake event must be processed through the KPB OEM or EOC on a resource order form. Resources will deploy in a phased, prioritized schedule in coordination with the affected local jurisdiction(s) and the Incident Command Structure.
- B. Any agency initiating an earthquake event response or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.
- C. Transportation (other than Privately Owned Vehicles) and earthmoving equipment is primarily owned by DOTPF or by privately owned companies and must be contracted in order to provide the service. Memorandum of Agreements (MOA), Memorandum of Understanding (MOU), and retainers with these companies will facilitate the efficient procurement of their services and resources during an evacuation.
- D. Pre-scripted resource requests to the SEOC will assist in the timely delivery of needed resources.
- E. Local resources will be committed before local governments request assistance from higher levels of government. However, it is expected that local resources will quickly be exhausted in response to a major earthquake and resources from the Tri-Borough Agreement, the State of Alaska, and federal government will be required. Accurate record keeping and completion of resource requests is required for reimbursement of local expenditures
- F. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.
- G. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## I. Purpose

This annex provides guidance for the Kenai Peninsula Borough's (KPB) response to a tsunami event. It addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for operational planning and execution. This Annex must be used in conjunction with community and State plans and Standard Operating Guidelines (SOG). This annex may be placed into operation whenever a local or borough declared emergency or disaster occurs due to a tsunami event. This Annex supplements the KPB Emergency Operations Plan which provides the overall guidance for emergency response activities in the borough.

## II. Authority

KPB is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the Borough. The Borough Mayor or designee must declare a local emergency or disaster to allow full activation of this plan.

## III. Situation and Assumptions

### Situation

Tsunamis are sea waves (sometimes referred to as tidal waves) of local or distant origin that occur as a result of large-scale seafloor displacement. Typically, seismic activity, volcanic activity or landslides (above or below sea in origin) generate the uplift or drop in the ocean floor. The most tsunami-vulnerable regions are the low-lying coastal zones along the Gulf of Alaska including much of the Kenai Peninsula Borough shoreline. The potential for tsunamis to cause tremendous damage to the KPB is well documented. On March 27<sup>th</sup>, 1964, the city of Seward was devastated by a series of waves generated by a 9.2 magnitude earthquake, with the cities of Homer and Seldovia also being affected. With four active volcanoes and a high potential for earthquakes of magnitude 6.0 or greater, Borough coastal communities are all vulnerable to the threat of a tsunami.

Depending on the epicenter and magnitude, an earthquake-generated tsunami could result in significant damage to KPB coastal communities. The tsunami inundation maps for the communities of Homer, Seldovia and Seward provide a tool to more accurately assess the number of people and development that is at risk in those communities. Risk assessments for the other unmapped communities, at least in the near term, will be based on available historical or estimated information.

The probability of simultaneous emergencies following a tsunami is rated as high in the KPB Emergency Operations Plan. Tsunamis have the potential to damage structures,



vehicles, boats, equipment, harbor, critical infrastructure and transportation facilities. Associated events include industrial/technological emergencies (resulting from fire, explosions and hazardous materials incidents), disruption of vital services (such as water, sewer, power, gas and transportation) and damage and disturbance to emergency response facilities and resources.

### **Planning Assumptions**

- All coastal communities are vulnerable to tsunami damage.
- Tsunami generating events may be local with little to no warning time for evacuating threatened areas.
- Local communities with tsunami warning sirens and equipment have developed evacuation plans, trained local citizens on evacuation procedures, and exercised the process of evacuation for a tsunami.

## **IV. Concept of Operations**

When faced with response to a major earthquake creating a possible or confirmed tsunami affecting the KPB, local community and Borough officials will establish priorities. Priority issues of immediate concern may include, but will not be limited to:

- Provide alert and warning and evacuate vulnerable communities as appropriate;
- Secure the disaster area, ensure public safety and establish communications with responders and communities;
- Assess the unmet needs of those impacted by the disaster and take steps to meet these needs;
- Identify/mitigate hazards to public health, including debris and sanitation and;
- Assess damages to essential public facilities and services and take steps to restore functions.

KPB response to a tsunami will occur in seven phases:

- Preparedness
- Alert and Warning
- Evacuation
- Shelter
- Search and Rescue
- Damage Assessment
- Recovery

The activities in these seven phases can be expected to overlap and occur simultaneously. Integration of the planning, operations, and logistics efforts for each of these activities is key to successful tsunami response.



## **Preparedness**

Planning and preparedness programs provide the foundation for effective response during a tsunami disaster/emergency. Training and exercises, community preparedness programs such as Citizen Emergency Response Teams (CERT) and Local Emergency Preparedness Committee (LEPC), and active improvement planning programs all contribute to a successful response and recovery from a tsunami. The National Oceanic and Atmospheric Administration's Tsunami Ready program (<http://www.tsunamiready.noaa.gov/>) provides a template for preparedness for the tsunami threat.

## **Alert and Warning**

Public alert and warning will incorporate all populations in those areas immediately affected by the tsunami event or emergency. Efforts will be made to ensure affected populations receive critical alert and notification information through the utilization of alert and notification equipment and resources available to those in the affected areas. The siren alert and warning system consists of 14 siren stations throughout the Kenai Peninsula Borough's coastal communities, linked together and connected to the Office of Emergency Management, City of Homer Dispatch Center, and City of Seward Dispatch Center. Activation methods include the emergency alert system, radio signal, and computer software/data network manual activation. Each can broadcast a predetermined emergency message and can be used to provide real time voice messages. Its primary purpose is to alert and warn coastal areas in the event of a tsunami; however the siren alert system can also be used for alert and warning in other emergency situations.

There are three levels of tsunami alert/warning:

**Tsunami Warning:** **The highest level of tsunami alert.** Warnings are issued due to the imminent threat of a tsunami from a large undersea earthquake, or following confirmation that a potentially destructive tsunami is underway. They may initially be based only on seismic information as a means of providing the earliest possible alert. Warnings advise that appropriate actions be taken in response to the tsunami threat. Such actions could include the evacuation of low-lying coastal areas and the movement of boats and ships out of harbors to deep waters. Warnings are updated at least hourly or as conditions warrant to continue, expand, restrict, or end the Warning.

**Tsunami Watch:** **The second highest level of tsunami alert.** Watches are issued based on seismic information without confirmation that a destructive tsunami is underway. It is issued as a means of providing advance alert to areas that could be impacted by a destructive tsunami. Watches are updated at least hourly to continue them, expand their coverage, upgrade them to a Warning, or end the alert.

**Tsunami Advisory:** **The third highest level of tsunami alert.** Advisories are issued to coastal populations within areas not currently in either warning or watch status when a



tsunami warning has been issued for another region of the same ocean. An Advisory indicates that an area is either outside the current warning and watch regions, or that the tsunami poses no danger to that area. As conditions warrant, the Advisory will either be continued, upgraded to a watch or warning, or ended.

See Section 4 of the KPB EOP for more information on Alert and Warning systems and procedures.

### **Evacuation**

Evacuation of persons in the inundation zone of a community is the responsibility of that community. See Annex 1 for information, plans, guidelines, and Emergency Operations Center (EOC) position checklists for evacuation activities. In addition, people with special needs must be taken into consideration during evacuation planning and activities. See Annex 3 for more information on special needs emergency management considerations.

The on-scene Incident Commander or the KPB IMT will consider the following information when developing an evacuation and shelter recommendation:

1. Tsunami Alert/Warning Type
2. Incident Scope (magnitude and location of the tsunami generating event)
3. Incident Scale (what size of area must be evacuated? Number of people involved? Local only or area wide?)
4. Response time frame (how soon must the evacuation be initiated / shelters set up? Immediate or Delayed?)
5. Where are the evacuation routes and receiving/marshalling areas?

### **Sheltering**

Local communities must be prepared to provide shelter for tsunami evacuation persons and their pets on short/no notice basis. Tsunami shelters should be located after consulting maximum probable tsunami inundation maps and placed in a safe area. If a tsunami occurs, destroying homes, businesses, and public utilities, shelters will likely be required for long response and recovery of the affected community(s)' population. See Annex 2 for information, plans, guidelines, and EOC position checklists for sheltering activities. Sheltering plans must also consider special needs populations (Annex 3) and pet sheltering (Annex 4).

### **Search and Rescue**

Search and rescue for victims trapped in buildings and areas accessible via the road system is the responsibility of borough, city and village fire departments and law enforcement agencies. They will prepare and respond in accordance to their emergency operations plans and standard operating procedures. The Department of Public Safety, Division of Alaska State Troopers leads the State's search and rescue efforts for victims off the road system (generally in rural, non-structural instances) in accordance with the



National Search and Rescue Plan. U.S. Coast Guard is responsible for maritime search and rescue operations. The Civil Air Patrol (CAP) may assist in both maritime and land-based search and rescue efforts. The KPB EOC will likely function in a coordination/resource ordering role for search and rescue operations. Because the mortality rate will dramatically increase beyond 72 hours, search and rescue must begin immediately. Rescue personnel will encounter a variety of difficulties or hindrances that may include environmental safety and health hazards.

For further direction refer to local jurisdiction's EOP, the State of Alaska Department of Public Safety SAR Resource Guide, and State of Alaska Air Coordination Plan.

### **Damage Assessment**

In the event of a disaster, an initial assessment of the overall damage to public and private property is necessary. The initial damage assessment, conducted during the early stages of the recovery effort, is essential to determine the allocation of State and local government resources to the disaster area. Damage assessment is a fundamental responsibility of local government and should be performed at the local level as soon as the situation permits. Damage assessment will help determine if the damage warrants a State emergency declaration. A timely and accurate assessment will help prioritize response efforts in larger events or if multiple jurisdictions have been affected.

Assessment of public infrastructure requires access to a pool of highly trained engineers and building officials. Access to resources may be limited within Alaska. This level of inspection will occur during the recovery phase of the disaster. Use the time to determine the pool of people that will be used to perform the inspections along with logistics of moving and sheltering them. When large-scale assessments are needed, preplanning and early identification of inspectors is key. The CAP may be useful in area wide damage assessment to off road and isolated areas of the KPB.

### **Recovery**

While local governments are implementing emergency response and initial recovery actions necessary to protect public health and safety, the OEM/EOC will work with State agencies to prepare for the deployment of resources necessary to facilitate recovery.

Operations staff in the OEM/EOC will contact their counterparts in affected local areas to identify needed and anticipated resources, staging areas, distribution sites, contact persons, and other requirements. Information gathered during this process should be forwarded to the SEOC as appropriate. Initial planning for recovery begins before the response phase ends.

Long-term recovery efforts focus on community redevelopment and restoring the economic and social viability of the disaster area(s). Long Term Recovery requires a substantial commitment of time and resources. Refer to Annex R of the State of Alaska



Emergency Operations Plan for additional information on State and Federal assistance during recovery operations.

## **V. Organization and Assignment of Responsibilities**

Local jurisdictions' EOCs and/or the on-scene IC will be responsible for executing all local responses to a tsunami threat. If a local jurisdiction requires assistance or additional resources for its response, those requests must be coordinated with KPB OEM. For evacuations and sheltering activities involving unincorporated areas of the borough, and evacuations/sheltering activities that require coordination between two or more local jurisdictions; the KPB OEM will be responsible for managing/coordination of those activities.

Alaska State Troopers are responsible for managing evacuation procedures using the road system and will coordinate with other law enforcement and emergency management organizations. AST is also the State's lead agency responsible for search and rescue activities.

KPB OEM is responsible for coordinating evacuation procedures using all other forms (i.e. not roadways) of transportation (railroad, watercraft, aircraft, etc.) with resource owners and the SEOC. OEM will:

1. Obtain information from National Weather Forecast Office/ Alaska Pacific Tsunami Warning Center / Alaska Division of Homeland Security and Emergency Management or other appropriate agencies.
2. Coordinate repeated notifications on AHAB with local dispatch center(s) as appropriate.
3. Through the PIO, issue public notification and situation updates via Public Notification means as appropriate. The KPB PIO/JIC will be responsible for alert and warning procedures and will generate all public information and warning statements.
4. Identify areas at risk, determine areas where evacuation may be required, and coordinate evacuation routes and safety perimeters
5. Consider the use of contraflow procedures in order to maximize the efficiency of road traffic evacuation.
6. Contact affected Fire /EMS service chiefs.
7. Develop evacuation and shelter plans (to be signed by Borough Mayor or designee). Include refusal/special needs/pet forms in evacuation orders and sheltering processes. (See Annexes 1,2,3,and 4)



8. Coordinate with KPBSD on shelter plans.
9. Issue or communicate evacuation orders or recommendations using one or more alert and warning methods (EAS, AEN, door-to-door contact, mobile public address, and sirens). Ensure shelters and evacuation marshalling centers are set up.
10. As appropriate, notify Red Cross to assist with shelter management.
11. Coordinate evacuation and sheltering of displaced persons with local governments or service areas.
12. Coordinate to ensure that special needs populations receive evacuation assistance.
13. Notify hospitals and medical centers of injuries, fatalities.
14. Coordinate with Search and Rescue operations for information and resource requests.
15. Coordinate damage assessment plans, activities, and information.
16. Provide frequent public information and media announcements regarding evacuation routes/procedures, extent of evacuation, location of shelters, and other developments and give the 'All Clear' when conditions are appropriate.
17. Conduct surveys to determine when/if evacuated areas are safe for re-entry.
18. Consult with Local EOC(s) before issuing 'All Clear' notice
19. Notify the public and media when it is safe to reenter evacuated areas.
20. Coordinate the repopulation of evacuated areas with local law enforcement and emergency services.

## **VI. Direction, Control, and Coordination**

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





Preparedness for tsunamis and other natural disasters is both a collective and an individual responsibility. The DHS&EM is responsible for providing Alaskans with tsunami preparedness information and training. The office of the Alaska State Seismologist and the Alaska Earthquake Information Center (AEIC), the University of Alaska Fairbanks Geophysical Institute (UAF-GI), the U.S. Geological Survey (USGS), the Alaska Division of Geological & Geophysical Surveys (ADGGS), and the National Oceanic and Atmospheric Administration National Tsunami Warning Center (NTWC) work together to provide data and information to the public and to local, state, and federal authorities for use in tsunami hazard mitigation and response. This alliance of agencies carries out our collective effort to understand and prepare for tsunami disasters.

The State of Alaska Department of Public Safety (DPS), Alaska State Troopers (AST) are responsible for managing and coordinating evacuation procedures using the road system and will coordinate with other law enforcement and emergency management organizations. Alaska State Troopers have primary responsibility for coordinating search and rescue efforts involving more than one State agency. DPS AST will designate the State Search and Rescue (SAR) Coordinator. In searches where there is no AST presence, the local police chief or the designated community official (within city/town limits) will become the IC. Where an Alaska State Trooper is on the scene, the senior AST officer will become the Incident Commander.

In searches established by competent authority where there is no law enforcement presence and the CAP is executing their Federal role, the CAP will be the Incident Commander. This responsibility will pass to the first law enforcement officer on the scene. The CAP, when involved in SAR operations, shall designate one person to act as liaison officer for the aerial search and ground search. This liaison officer shall coordinate CAP activities with the Incident Commander. Every agency involved with the SAR shall designate one liaison officer to be responsible for that agency's resources. That officer will coordinate all activities with the Incident Commander.

Health clinic's and hospital's (both public and private facilities) requests for public health assistance is provided by DHSS but should be coordinated through the KPB EOC.

## **VII. Communication**

Communication systems, procedures, resources are defined in the 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 KPB IMT and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. ALMR talk groups available for use during tsunami response activities are listed in the TICP and will be assigned by dispatch personnel. Alaska State Troopers should consider the use of unencrypted channels during evacuation procedures. 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 (Incident Action Planner, Homeland Security Information Network, KPB mobile EOC unit) are also available for coordinating warning, response, and recovery efforts during a tsunami response. See Section 4 of the KPB EOP for details on Alert and Warning systems, checklists and information.

Public information is to be issued through the KPB PIO, and when multiple agencies are involved in tsunami response activities, through a Joint Information Center/Joint Information System (JIC/JIS). Approval of messages must be obtained from the IC. Public Notice of evacuation and shelter availability may be made using: KPB Alerts, Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), and social media. Phone trees to churches, NGO's etc can be considered as well.

### **VIII. Administration, Finance, and Logistics**

- A. Kenai Peninsula Borough is responsible for appropriate costs associated with emergency response actions and directives issued by the Kenai Peninsula Borough.
- B. Any agency initiating a tsunami event response or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.
- C. All logistical needs associated with a KPB response to a tsunami event must be processed through the KPB OEM or EOC on a resource order form.
- D. Transportation (other than POVs) is primarily owned 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/tsunami event.
- E. State and Federal resources will likely be required during an area wide response to a tsunami event in the KPB. Pre-scripted resource requests to the SEOC will assist in the timely delivery of needed resources.
- F. Local resources will be committed before local governments request assistance from higher levels of government. However, it is expected that local resources will quickly be exhausted in response to a major tsunami event and resources from the Tri-Borough Agreement, the State of Alaska, and federal government will be required. Accurate record keeping and completion of resource requests is required for reimbursement of local expenditures.



- G. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## **I. Purpose**

This annex provides guidance for the Kenai Peninsula Borough's (KPB) response to a volcanic event. It addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for 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 due to volcanic eruption. This Annex supplements the KPB Emergency Operations Plan (2007) which provides the overall guidance for emergency response activities in the borough.

## **II. Authority**

The Kenai Peninsula Borough is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the Kenai Peninsula Borough. The Borough Mayor or designee must declare a local emergency or disaster to allow full activation of this plan.

## **III. Situation and Assumptions**

### **Situation**

There are five active volcanoes within the KPB; all are on the west side of Cook Inlet: Fourpeaked, Augustine, Iliamna, Redoubt and Mount Spurr. Eruptions of these volcanoes have occurred in the recent past and may be expected to continue. Volcanic eruptions can hurl hot rocks for at least 20 miles. Floods, airborne ash, or noxious fumes can spread 100 miles and more. All residents in KPB live in the hazard footprint of a known active volcano, and must be ready to respond (either evacuate or shelter-in-place) at a moment's notice.

- A. All KPB residents are vulnerable to situations that may call for response to a volcanic eruption and ongoing preparedness/mitigation activities are critical to a successful response.
- B. Emergency response for incidents local in nature will be handled by local jurisdiction plans and authorities. However, all volcano emergency response operations should be coordinated with adjacent communities and the next higher level of government (KPB Office of Emergency Management (OEM), State Emergency Operations Center (SEOC))
- C. Should evacuation be necessary, possible means of evacuating threatened populations include: road system, AKRR, Alaska Marine Highway, privately owned vessels (including cruise ships), and aircraft. Other unconventional means of transportation such as snow machines and off-road vehicles should be considered. (See Annex 1 for information on Evacuation Response)



## Planning Assumptions

- A. KPB, local community, and individual citizen response to volcanic activity may be required immediately or delayed because preparatory time may be available depending on the nature of the eruption/activity.
- B. Major volcanic eruptions may generate a local tsunami with little time to react/evacuate threatened areas. The actual risk to lower Cook Inlet from a tsunami generated by a major landslide into the Inlet from the over-steepened slope of Augustine Volcano is still being debated by scientific circles.
- C. Ash fall hazards, transportation and power grid disruptions are more likely to be area wide events. Structural fires/collapse, hazardous gases release, landslides (lahars, pyroclastic flows, etc.), lava flows, and/or heavy ash fall are likely to be limited in area or scope.
- D. Response to a volcanic event may require alert and warning activities, evacuation actions, and sheltering operations to occur simultaneously and work in concert with each other.
- E. Sheltering-in-place may be more appropriate than evacuation.
- F. Any area wide volcanic event will likely affect the Municipality of Anchorage and other surrounding jurisdictions creating a competition for some resources. Coordination with the Muni, DHS&EM and other State of Alaska agencies will be required.
- G. Incorporated cities will have volcano response plans and will conduct their own emergency response activities. Emergency service areas and unincorporated areas are encouraged to develop their own emergency plans and procedures.
- H. While school is in session, KPBSD district staff may provide preliminary damage assessments, accountability, and assist in determining the availability of school for shelter use.
- I. The Borough will provide assistance, support, and direction to the extent possible to oversee and assist with alert and warning, response activities and recovery from a volcanic event.
- J. Alaska State Troopers (AST), local law enforcement, and local emergency services personnel will all participate in coordinating a response to the volcanic event.
- K. Response activities using non-Borough owned assets will require coordination with the owning entity and the SEOC (DOTPF, State Marine Highway vessels, Alaska Railroad, street sweepers, earthmoving equipment, cruise ships, bus companies, airports and aircraft) Pre-coordinated agreements with these resource owners will improve the speed and efficiency of an area evacuation in the borough.
- L. State and Federal agencies will provide assistance to KPB response efforts. Competition for some resources is to be expected.
- M. The Alaska Interagency Operating Plan for Volcanic Ash Episodes (May 2008) will be implemented by State and Federal agencies and information and warnings will be made available to KPB OEM and communities.



## IV. Concept of Operations

When faced with an ongoing or imminent volcanic eruption threat to the KPB, local community and Borough officials will establish priorities. Priority issues of immediate concern may include, but will not be limited to:

- Secure the disaster area, ensure public safety and establish communications with responders and communities;
- Assess the unmet needs of those impacted by the disaster and take steps to meet these needs;
- Identify and mitigate hazards to public health, including airborne ash, ashfall, debris; and
- Assess damages to essential public facilities and services and take steps to restore functions.

KPB response to a volcanic eruption will occur in six phases:

- Preparedness, Alert, and Warning
- Evacuation/Shelter/Shelter in Place
- Search and Rescue
- Damage Assessment
- Public Health
- Recovery

### **Preparedness, Alert, and Warning**

Planning and preparedness programs provide the foundation for effective response during a disaster/emergency. Training and exercises, community preparedness programs such as Citizen Emergency Response Teams (CERT) and Local Emergency Preparedness Committee (LEPC), and active improvement planning programs all contribute to a successful response and recovery from a volcanic eruption. Public alert and notification will incorporate all populations in those areas immediately affected by the event or emergency. Efforts will be made to ensure affected populations receive critical alert and notification information through the utilization of alert and notification equipment and resources available to those in the affected areas. For additional information on specific Alert and warning capabilities, processes and systems, see KPB EOP Section 4. Volcano preparedness information can be found at

<http://volcanoes.usgs.gov/ash/>

<http://www.ak-prepared.com/plans/mitigation/volcano.htm> , and/or

<http://www.epi.hss.state.ak.us/volcanoes/default.htm>

### **Evacuation/Shelter/Shelter in Place**

For most volcanic eruption events, sheltering in place will be the preferable means to protect the population of the KPB. However, given that 1) Major volcanic eruptions



usually occur with some warning; 2) the population of the KPB varies greatly depending on time of year; 3) the response to a major volcanic eruption may require different resources depending on the time of year it occurs: the determination to evacuate, shelter, or shelter-in-place should consider many factors. Following a major volcanic eruption, evacuation plans must carefully weigh the hazards of travel against the hazards of sheltering in place.

Damage to transportation, communications, utility distribution systems, chemical and fuel storage, and other infrastructure systems may isolate communities, creating islands within disaster areas. Likewise shelter facilities (normally KPBSD facilities) must be inspected for damage before they can be used to shelter evacuees. Diversion of aircraft due to ash clouds/ashfall from other airports to KPB may result in requests for assistance/coordination from the airport for sheltering aircrew and passengers. Lastly, sheltering-in-place may be the best option for most KPB populations but this decision will be greatly affected by time of year (extended loss of power during the winter will force many residents to seek shelter).

See Annex 1 for information, plans, guidelines, and Emergency Operations Center (EOC) position checklists for Evacuation activities. Likewise, see Annex 2 for sheltering plans and information, Annex 3 Special Needs, and Annex 4 Pet Sheltering should also be considered when developing response plans to a volcanic eruption event.

### **Search and Rescue**

Search and rescue for victims trapped in buildings and areas accessible via the road system is the responsibility of borough, city and village fire departments and law enforcement agencies. They will prepare and respond in accordance with their emergency operations plans and standard operating procedures. The Department of Public Safety, Division of Alaska State Troopers leads the State's search and rescue (SAR) efforts for victims off the road system (generally in rural, non-structural instances) in accordance with the National Search and Rescue Plan. U.S. Coast Guard is responsible for maritime search and rescue operations. The Civil Air Patrol (CAP) may assist in both maritime and land-based search and rescue efforts. The KPB EOC will likely function in a coordination/resource ordering role for search and rescue operations. Because the mortality rate will dramatically increase beyond 72 hours, search and rescue must begin immediately. Rescue personnel will encounter a variety of difficulties or hindrances that may include environmental safety and health hazards.

For further direction refer to local jurisdiction's EOP, the State of Alaska Department of Public Safety SAR Resource Guide, and State of Alaska Air Coordination Plan.

### **Damage Assessments**

In the event of a volcano disaster, an initial assessment of the overall damage to public and private property is necessary. The initial damage assessment, conducted during the early stages of the recovery effort, is essential to determine the allocation of State and local government resources to the disaster area. Damage assessment is a fundamental



responsibility of local government and should be performed at the local level as soon as the situation permits. Damage assessment will help determine if the damage warrants a State emergency declaration. A timely and accurate assessment will help prioritize response efforts in larger events or if multiple jurisdictions have been affected.

Assessment of public infrastructure requires access to a pool of highly trained engineers and building officials. Access to these resources may be limited within Alaska. This level of inspection will occur during the recovery phase of the disaster. Use the time to determine the pool of people that will be used to perform the inspections along with logistics of moving and sheltering them. When large-scale assessments are needed, preplanning and early identification of inspectors is key. Once the threat of ashfall has abated, the CAP may be useful in area wide damage assessment to off road and isolated areas of the KPB.

### **Public Health**

In a volcanic eruption, the local governments will control emergency medical and health services within their jurisdiction. This also includes coordination of any medical and health services that may be made available by the American Red Cross and other voluntary organizations. The OEM/EOC will act in a coordination role between community health services, tribal health organizations, and the State of Alaska.

The Alaska Department of Health and Social Services will coordinate disaster-related medical services, including but not limited to:

- Serve as the lead agency during planning for the coordination of public health, healthcare and emergency medical activities during a disaster or state of emergency.
- Provide and coordinate comprehensive assessments of the health impact of all disasters to include the types of health impacts and effects on the continued ability to provide essential health services;
- Provide liaison with the Department of Health and Human Services and State and local health agencies, as potential sources of consultation and/or direct assistance;
- Provide coordination and assistance to local health jurisdictions to ensure sufficient numbers of health care providers, medical equipment and medical supplies are available during an emergency;
- Serve as the lead agency in the SEOC for coordinating health care, emergency medical and public health services during an Emergency.

Information on State of Alaska public health response to a volcanic eruption can be found at <http://www.epi.hss.state.ak.us/volcanoes/default.htm>.





## Recovery

While local governments are implementing emergency response and initial recovery actions necessary to protect public health and safety, the OEM/EOC will work with State agencies to prepare for the deployment of resources necessary to facilitate recovery.

Operations staff in the OEM/EOC will contact their counterparts in affected local areas to identify needed and anticipated resources, staging areas, distribution sites, contact persons, and other requirements. Information gathered during this process should be forwarded to the SEOC as appropriate. Initial planning for recovery before the response phase ends.

Long-term recovery efforts focus on community redevelopment and restoring the economic and social viability of the disaster area(s). Long Term Recovery requires a substantial commitment of time and resources. Refer to Annex R of the State of Alaska Emergency Operations Plan for additional information on State and Federal assistance during recovery operations.

## V. Organization and Assignment of Responsibilities

Local jurisdictions' EOCs and/or the on-scene IC will be responsible for executing all local responses to a volcanic eruption. If a local jurisdiction requires assistance or additional resources for its response, those requests must be coordinated with KPB OEM.

For volcanic eruption response activities (evacuation, sheltering, damage assessment, etc) involving unincorporated areas of the borough, and/or activities that require coordination between two or more local jurisdictions; the KPB OEM will be responsible for managing/coordination of those activities.

KPB OEM is responsible for:

1. Obtain information from National Weather Forecast Office/ Alaska Volcano Observatory / Alaska Division of Homeland Security and Emergency Management or other appropriate agencies.
2. Through the Public Information Officer (PIO), issue public notification and situation updates via Public Notification means as appropriate. The KPB PIO/JIC will be responsible for alert and warning procedures and will generate all public information and warning statements.
3. Identify areas at risk, determine areas where search and rescue, evacuation, sheltering, damage assessment may be required, and coordinate response activities, evacuation routes, and safety perimeters
4. Contact affected Fire /EMS service chiefs.
5. Coordinate with local and AST Search and Rescue operations for information and resource requests.



6. Develop evacuation and shelter plans (to be signed by Borough Mayor or designee). Include refusal/special needs/pet forms in evacuation orders and sheltering processes. (See Annexes 1,2,3,and 4)
7. Issue or communicate evacuation orders or recommendations using one or more alert and warning methods (EAS, AEN, door-to-door contact, mobile public address, sirens).Ensure shelters and evacuation marshalling centers are set up.
8. Coordinate with KPBSD on shelter plans and as appropriate, notify Red Cross to assist with shelter management.
9. Coordinate evacuation and sheltering of displaced persons with local governments or service areas and ensure pet shelters are set up as appropriate.
10. Coordinate to ensure that special needs populations receive evacuation assistance.
11. Notify hospitals and medical centers of injuries, fatalities.
12. Coordinate damage assessment plans, activities, and information.
13. Provide frequent public information and media announcements regarding evacuation routes/procedures, extent of evacuation, location of shelters, and other developments.
14. Conduct surveys to determine when/if evacuated areas are safe for re-entry and notify the public and media when it is safe to reenter evacuated areas.
15. Coordinate the repopulation of evacuated areas with local law enforcement and emergency services.

The responsibility for hazard identification and assessment for the active volcanoes of Alaska falls to the Alaska Volcano Observatory (AVO). AVO has the primary responsibility to monitor all of Alaska’s potentially active volcanoes and to issue timely warnings of activity to authorities and the public. During episodes of volcanic unrest or eruption, AVO is also the agency for characterizing the immediate hazards and describing likely scenarios for an evolving volcanic crisis.

## **VI. Direction, Control, and Coordination**

Preparedness, response and recovery activities related to volcanic eruptions are both a collective and an individual responsibility. Incorporated areas are responsible for response activities within their jurisdiction but should coordinate their actions with their neighboring communities as well as KPB. KPB OEM will coordinate activities between communities and efforts in the unincorporated portions of the borough to ensure an efficient use of resources and prioritize response/recovery activities.

KPB EOC will likely function as a Unified/Area Command during a response to a major volcanic eruption. Representatives from Borough Departments and liaison officers from responding organizations are needed in the EOC to ensure unity of effort, appropriate prioritization of effort and critical resources and an efficient flow of information between jurisdictions and agencies.

Alaska State Troopers are responsible for managing and coordinating evacuation procedures using the road system and will coordinate with other law enforcement and emergency management organizations. AST has primary responsibility for coordinating



off road/back country search and rescue and efforts involving more than one State agency. DPS AST will designate the State Search and Rescue Coordinator. In searches where there is no AST presence, the local police chief or the designated community official (within city/town limits) will become the IC. Where an Alaska State Trooper is on the scene, the senior AST officer will become the Incident Commander.

In searches established by competent authority where there is no law enforcement presence and the Civil Air Patrol (CAP) is executing their Federal role, the CAP will be the Incident Commander. This responsibility will pass to the first law enforcement officer on the scene. The CAP, when involved in SAR operations, shall designate one person to act as liaison officer for the aerial search and ground search. This liaison officer shall coordinate CAP activities with the Incident Commander. Every agency involved with the SAR shall designate one liaison officer to be responsible for that agency's resources. That officer will coordinate all activities with the Incident Commander.

Health clinic's and hospital's (both public and private facilities) requests for public health assistance is provided by DHSS but should be coordinated through the KPB EOC.

## VII. Communication

Communication systems, procedures, and resources are defined in the Region E 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 KPB IMT and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. 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 [Incident Action Plan (IAP), Homeland Security Information Network (HSIN), KPB mobile EOC unit] are also available for coordinating warning, response, and recovery efforts during a volcanic eruption emergency. For specific information on KPB Alert and Warning resources, processes, and systems see Section 4 of the KPB EOP.

Public information is to be issued through the KPB PIO, and if multiple agencies are involved in sheltering activities, through a Joint Information Center/Joint Information System (JIC/JIS) Approval of messages must be obtained from the IC/KPB Mayor. Public Notice of shelter availability may be made using: Rapid Notify ~~(reverse 911)~~, Emergency Alert System (EAS), and in the future, Commercial Mobile Alert System/ Wireless Emergency Alert (CMAS/WEA) for wireless comms, also, KPBSD can provide Twitter and Facebook. Phone trees to churches, NGO's, etc can be considered as well. Information on volcanic activity including wind/ashfall forecasts is available at <http://vaac.arh.noaa.gov/> and/or <http://www.avo.alaska.edu/>.



## VIII. Administration, Finance, and Logistics

- A. Kenai Peninsula Borough is responsible for appropriate costs associated with emergency response actions and directives issued by the Kenai Peninsula Borough.
- B. All logistical needs associated with a KPB response to a volcanic event must be processed through the KPB OEM or EOC on a resource order form.
- C. Any agency initiating a volcanic event response or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.
- D. Transportation (other than POVs) and earthmoving, street sweeping equipment is primarily owned by DOTPF or by businesses 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.
- E. State and Federal resources will likely be required during an area wide response to a volcanic event in the KPB. Pre-scripted resource requests to the SEOC will assist in the timely delivery of needed resources.
- F. Local resources will be committed before local governments request assistance from higher levels of government. However, it is expected that local resources will quickly be exhausted in response to a major volcanic eruption and resources from the Tri-Borough Agreement, the State of Alaska, and federal government will be required. Accurate record keeping and completion of resource requests is required for reimbursement of local expenditures.
- G. Heavy ashfall may result in area wide outages to the power grid and providers will likely require assistance from local, Borough, and State governments.
- H. Emergency response vehicles operating during periods of heavy ashfall will need to be serviced often to keep them running.
- I. Expect demand for quality of life resources (i.e. air filters for equipment, facilities and breathing) to be very high and supplies quickly depleted.
- J. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## **I. Purpose**

The Kenai Peninsula Borough (KPB) will respond in cooperation with appropriate agencies having jurisdiction to any dangerous intruder or active shooter incident that may occur within KPB owned or leased facilities. The KPB Incident Management Team (IMT) may be asked to support intruder or active shooter situations at locations other than KPB owned or leased facilities. This Annex addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for 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 the Mayor, Emergency Manager, or Incident Commander authorizes, and does not require a disaster declaration to be put into use. This Annex supplements the KPB 2020 Emergency Operations Plan which provides the overall guidance for emergency response activities by the borough.

## **II. Authority**

Kenai Peninsula Borough is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the Kenai Peninsula Borough. The Borough Mayor, Emergency Manager, or designee must authorize execution of this annex.

## **III. Situation and Assumptions**

### **Situation**

The KPB operates many public facilities throughout the jurisdiction that are generally accessible to the public to conduct business and government services. The types of facilities vary from standard office buildings and leaseholds to specialized facilities such as Fire Stations, Emergency Response Center, and Landfills/transfer sites.

- A. All KPB employees are vulnerable to situations that may include an armed intruder.
- B. KPB facilities often host contractors, the general public, elected and appointed officials, and other populations.
- C. Response to an armed intruder can significantly impact employees and others present, as well as critical operations and general government functions in both the short and long term.

### **Planning Assumptions**



- A. The presence of an armed intruder typically will occur with little or no warning.
- B. Incidents may be limited to only a few minutes in duration or could last many hours depending on various factors.
- C. Law enforcement will be the primary command element during an incident response, but will include others with legal jurisdiction such as the Fire Department as well as the Borough Office of Emergency Management in a unified command structure.
- D. The Borough Risk Management department, in cooperation with all other departments will conduct periodic training and review of the Emergency Action Plan, which includes Active Shooter response information.
- E. Borough incident response will typically involve care of employees, assistance to law enforcement and fire departments during the response and investigation, processing resource requests, maintaining continuity of operations, and setting up a Disaster Help Center if needed. .

#### **IV. Concept of Operations**

- A. Each employee and frequent visitor to KPB facilities (e.g. contractors, elected officials) is responsible for being familiar with the emergency action plan for their facility and taking advantage of KPB training offered on emergency procedures.
- B. Each employee and household within the KPB is encouraged to develop a family emergency plan that includes sheltering with family or friends and maintaining enough supplies to last at least seven days for each family member and pet(s). This is important for IMT and other employees that may be called upon to perform response and recovery duties to ensure families are safe and have adequate supplies in their absence.
- C. Law Enforcement will be the initial agency for response and investigation of an incident. The KPB has the parallel responsibility for ensuring that all mission essential functions continue in order to maintain continuity of government.
- D. All agencies and personnel will operate under the Incident Command System (ICS).
- E. Release of information to the public will be conducted through a Joint Information Center (JIC) with authorization of the Unified Command required.



- F. Some supplies and response resources are available through KPB Office of Emergency Management (OEM).

#### **IV. Organization and Assignment of Responsibilities**

A. KPB OEM will:

1. Provide coordination and logistical assistance to law enforcement during the response and investigation of any intruder incident.
2. Provide a representative to participate in unified command.
3. Provide resources for use in public information activities if requested, such as a PIO, call center, or notification through the KPB Alerts system.
4. Coordinate the activation of department or Borough Continuity of Operations Plan (COOP) as appropriate.

B. Law Enforcement will:

1. Provide initial response to an armed intruder incident and establish initial Incident Command (IC). The IC will be from the agency having primary jurisdiction of the incident, such as a city police department or Alaska State Troopers (AST).
2. Establish a unified command as required to include other agencies with jurisdiction such as the KPB, Fire Department, or other law enforcement agencies.
3. Conduct criminal investigation and communicate to the KPB necessary resource requests, restrictions on entry, and other pertinent information.

C. Fire Departments will:

1. Respond with appropriate apparatus based on the dispatch information provided.
2. Stage response resources as directed by dispatch or command.
3. Dispatch a representative to the Incident Command Post (ICP) to participate in unified command.



4. Based on the situation and in coordination with command, utilize existing automatic and mutual aid agreements to order additional resources as needed.
- D. Soldotna Public Safety Communications Center (SPSCC), or another dispatch center if necessary, will:
1. Provide dispatching services to command and responding agencies.
  2. Coordinate communications as dictated by agency Standard Operating Procedures (SOP), SPSCC SOP, and the Detachment E Tactical Interoperable Communications Plan (TICP).

## **V. Direction, Control, and Coordination**

Disaster Help Centers (DHC), commonly referred to as shelters, will be under the direction of DHC Managers who report to the Operations Section Chief of the Borough's Incident Management Team (IMT). Shelter Managers provide non-technical coordination for all ICS functional units operating within the shelter. Functional Units assigned to shelters will be directed by the IMT.

## **VI. Communication**

Communication systems, procedures, and resources are defined in the Detachment E TICP. Some communications systems may be affected due to large demand on the system within a limited geographic area (e.g. use beyond capacity due to the type of incident) and workarounds will need to be coordinated with the Communication Unit Leader(s) assigned to the KPB IMT and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. ALMR talk groups available for use during incident response activities are listed in the TICP and will be assigned by dispatch personnel.

Public information is to be issued through the KPB PIO, and if multiple agencies are involved in sheltering activities, through a JIC/Joint Information System (JIS). Approval of messages must be obtained from the unified command.

Public notice of the incident or necessary public information such as lock-downs, road closures, etc. may be made using the KPB Alerts notification system, media releases, social media platforms, and the OEM virtual JIC website.

A communications plan for an armed intruder event will include several considerations and may need to be established quickly in the response phase by the SPSCC, or logistics section if staffed. Reference the Detachment E Tactical Interoperable Communications Plan and consult with the Soldotna Public Safety





Communications Center (SPSCC) to determine current communication status and assignments.

The plan should consist of the following components:

- Law Enforcement communication talk group(s), encrypted – generally assigned by the SPSCC
- Fire Department talk group(s) or frequencies. Consider consolidating all responding EMS agencies to one talk group in the 'E IC' lineup.
- Frequencies or talk group(s) for OEM operations, KPB departments, or other tactical communications.

When implementing the communications plan, consider keeping as many users and agencies off the ALMR system as possible to prevent overloading system capacity. Capacity issues can occur when too many users are in the same small geographic area, as the radios are all subscribed to the same physical site. Where possible, Tac channels should be used by all onsite agencies to avoid overload to the ALMR system.

## **VII. Administration, Finance, and Logistics**

- A. KPB is responsible for appropriate costs associated with an incident on borough premises.
- B. All KPB logistical needs associated with an incident of this type should be processed through the KPB OEM or EOC on a 213 resource request form.
- C. The use of State and Federal resources may be required during response or recovery. During an emergency, all 213 resource requests must be processed by the Borough IMT Logistics section. If the resource request is generated in an unincorporated area or by a Borough department, the request will be sent directly to the EOC/IMT. If the resource request is made within one of the cities, the request should be sent to the City EOC. If the City EOC cannot fulfill the resource request, it is sent from the city to the Borough IMT. All State agencies or department should submit resource requests directly to the State EOC. Local resources will be committed before local governments request assistance from higher levels of government.
- D. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## **I. Purpose**

This annex provides guidance for the Kenai Peninsula Borough's (KPB) public information call center/hot line function. It addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, flexible during response and recovery, it provides the overall structure needed for 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 emergency or disaster occurs, regardless of type or cause. This Annex supplements the KPB Emergency Operations Plan (EOP) which provides the overall guidance for emergency response activities in the borough.

## **II. Authority**

The KPB is authorized by AS 26.23.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the KPB. The Borough Mayor or designee must declare a local emergency or disaster to allow full activation of this plan. The Public Information Officer (PIO) works for and reports directly to the Incident Commander or designee.

## **III. Situation and Assumptions**

### **Situation**

Multiple incidents that occur, both small and large scale, generate significant public interest. The demand for public information begins as soon as the incident starts and will continue throughout all phases of response and recovery.

- A. All KPB residents are vulnerable to the effects of a disaster emergency.
- B. The area or amount of population affected by an emergency may not correspond to the amount of public interest in the situation or dictate the amount of information requests received.
- C. An incident that damages commercial communications may hamper the ability to answer incoming calls and call out volunteers to staff the center.

### **Planning Assumptions**

- A. Response to an emergency will likely be required immediately and may provide little or no notice.



- B. Increased call volume to the Soldotna Public Safety Communications Center, OEM administrative office, and city dispatch centers will occur almost immediately after an incident is reported on traditional or social media sources.
- C. A minimum number of trained volunteers or Borough employees will be available to staff a call center within thirty minutes of a call.

#### **IV. Concept of Operations**

When faced with responding to a major earthquake [emergency event?] affecting the borough, local community and KPB officials will establish priorities. Priority issues of immediate concern may include, but will not be limited to:

- Securing the disaster area, ensure public safety and establishing communications with responders and communities;
- Assessing the unmet needs of those impacted by the disaster and taking steps to meet these needs;
- Identifying and mitigating hazards to public health, damage assessments, debris removal; and
- Repairing damages to essential public facilities and services and take steps to restore functions.

The call center protocol will occur in four phases

- Preparedness
- Initial Activation
- Response or Recovery by Operational Period
- Demobilization

The activities in these six phases can be expected to overlap and occur simultaneously. Integration of the planning, operations, and logistic efforts for each of these activities is key to successful response.

#### **Preparedness**

Planning and preparedness programs provide the foundation for effective response during a disaster/emergency. The preparedness phase will consist of periodic training and exercise prior to the activation. Providing training prior to an emergency incident is the key to having a diverse roster of knowledgeable volunteers to draw from. Given the short notice required in the initial activation phases, conducting as much basic training as possible will shorten time needed for the center to be functional following an incident.



Exercise can consist of setting up the center and ensuring that the phone system is working properly by generating test or simulated calls.

### **Initial Activation**

The PIO will manage initial activation of the call center once ordered by the IC. Initial activation includes the physical set up of the space, coordinated with logistics. Public Information is responsible for calling out operators for report, preparing briefings and just in time training for the incident, and establishing operator schedules. OEM staff will complete the initial set up during regular business hours during “standby mode.”

### **Response or Recovery by Operational Period**

This phase occurs during the response and recovery phases of the incident and is scaled based on volume and incident needs. Ongoing updates of information will be distributed to operators as the situation dictates. Scheduling and staffing are dependent on incident needs, and the use of resources can change based on needs assessment and IC approval.

### **Demobilization**

When it is determined that the call center can terminate its function, demobilization will be authorized to the IC. During demobilization, the physical equipment is removed and expended supplies are re-ordered. Additionally, all documentation is completed and submitted to the planning section.

## **V. Organization and Assignment of Responsibilities**

The call center is under the direct management of the Public Information Officer and overseen by the Incident Commander and/or the Emergency Management Director. The call center can be ordered as a resource for other jurisdictions and deployed with approval of OEM.

For incidents that require coordination between two or more local jurisdictions; the KPB OEM will be responsible for managing and coordinating those activities.

KPB OEM is responsible for:

1. Assigning a lead PIO to the incident.
2. Approving resource requests specific to the call center.



3. Providing logistical support for the call center either through an activated logistics section or OEM administrative staff.
4. Maintaining documentation through the Planning Section.

## **VI. Direction, Control, and Coordination**

The KPB OEM is primarily responsible for activating the call center for incidents that it is managing, or multi-agency incidents in which the KPB has a legal responsibility or role. The primary objective of the call center is to ensure that normal KPB emergency services, primarily its 911 center, remain in normal operations and are not compromised due to incident specific traffic.

The decision to activate the call center is made by the Incident Commander, and overseen by the lead PIO. The lead PIO may assign any number of additional PIOs to manage call center operations for the duration of the incident, or in appropriate shifts. A qualified PIO will manage the center. In order to provide necessary supervision and oversight, the managing PIO will be present, in-person, or within close proximity to, call center workers to provide supervision and oversight.

The call center can be ordered as a resource by other jurisdictions and agencies. After the OEM director or IC approves mobilization for that use, a lead PIO will be assigned for supervision and management of the center. In contrast to a KPB incident, that PIO will not be responsible for information releases for the incident, but will solely disseminate information provided by the jurisdiction PIO.

## **VII. Communication**

Communication systems, procedures, resources are defined in the Region E Tactical Interoperable Communication Plan (TICP). Some communications systems may be affected by damage done during an emergency KPB incident and workarounds will need to be coordinated with the Communication Unit Leader(s) assigned to the KPB Incident Management Team (IMT) and the on-scene incident command. Other communications, command and control systems Incident Action Plan (Web IAP), Homeland Security Information Network (HSIN), KPB mobile EOC unit] are also available for coordinating warning, response, and recovery efforts during response and recovery.

Public information is to be issued through the KPB PIO; if multiple agencies are involved in response activities, public information will be issued through a Joint Information Center/Joint Information System (JIC/JIS). Approval of messages must be obtained from the IC.



The communications equipment that runs the call center itself is based off the KPB phone system, and consists of VOIP (Voice Over Internet Protocol) phones that are pre-programmed for use. The center is typically located in the OEM office, but can be deployed to other locations. These locations require the proper connectivity and equipment to the KPB data network. Before deploying the call center in another location, logistics must consult with KPB IT to determine any technical requirements. Not all KPB owned or leased facilities may be able to support the call center.

### **VIII. Administration, Finance, and Logistics**

The Kenai Peninsula Borough is responsible for appropriate costs associated with emergency response actions and directives issued by the Kenai Peninsula Borough.

- A. All logistical needs associated with a KPB response to an emergency incident must be processed through the KPB OEM or EOC on a resource order form. Resources will deploy in a phased, prioritized schedule in coordination with the affected local jurisdiction(s) and the Incident Command Structure.
- B. Any agency initiating an event response or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.



## **I. Purpose**

This Annex provides guidance for the Kenai Peninsula Borough's (KPB) immediate response and initial actions to a flooding event in an alluvial fan area, primarily occurring on the eastern peninsula in and surrounding the city of Seward, Alaska. It addresses concepts for emergency management actions during the warning, response, and recovery phases. General in application, and flexible during response and recovery, it provides the overall structure needed for 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. This Annex supplements the KPB Emergency Operations Plan (EOP) which provides the overall guidance for emergency response activities in the borough.

## **II. Authority**

The KPB is authorized by AS 26.20.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the KPB. The Borough Mayor or designee must declare a local emergency or disaster to allow full activation of this plan.

## **III. Situation and Assumptions**

### **Situation**

Nationwide and within the State of Alaska flooding is considered to be the most common natural disaster. The Kenai Peninsula Borough is at risk for many different types of floods including riverine, groundwater, ice jam, flash floods, and coastal storm surge. In addition to this type of flooding, the eastern Kenai Peninsula is subject to Alluvial Fan Floods.

Alluvial fans are areas of eroded rock and soil deposited by rivers. When various forms of debris fill an existing river channel on an alluvial fan, the river shifts to cut a new channel. Fast moving, debris filled water can cause erosion and flooding over large areas. Alluvial fan flooding in the Resurrection River, Lowell, Spruce, Box Canyon, Japanese Creek, Fourth of July and Salmon Creek drainages results in nearly annual road closures, as well as damage to property and infrastructure in the Seward area.

Other eastern Peninsula alluvial streams that regularly damage road and railroad infrastructure include the Snow River, Trail Creek, Trail River, Victor Creek, Falls Creek and Ptarmigan Creek.



- A. A majority of KPB residents in the eastern peninsula are vulnerable to the effects of alluvial fan flooding.
- B. Transportation, public utilities, communications, and commerce are all likely to be effected during a flood event.
- C. Flood events may cause localized evacuations notices. The impact of flooding on transportation could complicate the evacuation process for KPB residents.
- D. The response to alluvial fan flooding is dramatically different than a response to riverine or coastal flooding situations.

### **Planning Assumptions**

- A. Flooding activity may begin gradually, or in some cases, can occur with little warning. In general, flooding will follow a period of heavy precipitation and can be predicted by the Alaska Pacific River Forecast Center.
- B. Flooding generally impacts roads and bridges severely, this may cause the appropriate authority to close these routes for safety of the public. Alternate roadways may not be available especially within neighborhoods and subdivisions.
- C. Inundation in these types of flood events typically ramps up to its peak and then diminishes, however ice pack, runoff, and other dynamic processes could prolong an event under the right circumstances.
- D. Response to this event may require search and rescue activities, evacuation actions, and sheltering operations to work in concert.
- E. Sheltering-in-place may be more appropriate than evacuation in some situations.
- F. Alluvial fan flooding in the unincorporated Borough will also affect the City of Seward to a similar magnitude. Both parties will require similar resources.
- G. Heavy equipment, personnel, and other resources required for the response to these events will have limited availability in the immediate area.
- H. Response activities using non-Borough owned assets will require coordination with the owning entity and possibly the State Emergency Operations Center (SEOC) (Dept. of Transportation and Public Facilities (DOTPF), debris removal equipment, earthmoving equipment). Pre-coordinated agreements with these resource owners will improve the speed and efficiency of a flood response in the borough.





#### **IV. Concept of Operations**

When faced with response to a flood affecting the KPB, local community and Borough officials will establish priorities. Priority issues of immediate concern may include, but will not be limited to:

- Secure the area, ensure public safety by making decisions to close roads and/or redirect traffic;
- Perform any response activity to minimize the impact of the event such as removal of bed load, building of defensive structures, or redirecting meandering stream channels;
- Identify and mitigate hazards to public health, perform damage assessments, effect debris removal; and
- Repair damages to essential public facilities and services and take steps to restore lost functions.

KPB response earthquake will occur in four phases:

- Preparedness
- Warning
- Response
- Recovery

The activities in these four phases can be expected to overlap and occur simultaneously. Integration of the planning, operations, and logistic efforts for each of these activities is key to a successful response.

##### **Preparedness**

Planning and preparedness programs provide the foundation for effective response during a disaster/emergency. Training and exercises, community preparedness programs such as Community Emergency Response Teams (CERT) and Local Emergency

Planning Committee (LEPC), and active improvement planning programs all contribute to a successful response and recovery from all types of emergencies and disasters. Family disaster plans and disaster kits help families be self-sufficient for 7 days and longer.

Hazard mitigation is the effort to reduce loss of life and property by lessening the impact of disasters. The KPB and other partners plan to identify risks and vulnerabilities, and develop long-term strategies for protecting people and property from future hazard events.



The Seward-Bear Creek Flood Service Area was established for the purpose of providing flood protection, planning, and mitigation services as well as developing, implementing, and updating plans for the provision of such services, subject to the approval of the Kenai Peninsula Borough Assembly. The service area is primarily responsible for mitigation and preparedness within their jurisdiction, and provides historical information and technical expertise during this phase.

### **Warning**

Warning is generally provided as weather and stream conditions combine to create conditions that may generate floods. The National Weather Service Anchorage Weather Forecast Office (WFO) can provide modeling of storm systems and provide information as to current and expected weather conditions, along with timelines. The WFO provides warning to the KPB Office of Emergency Management (OEM) of potential weather through a variety of means, which are then disseminated by the OEM to agencies and partners. This service generally provides sufficient warning time to begin mobilizing resources for a potential event.

In concert with weather information, the Alaska Pacific River Forecast Center is based out of the Anchorage WFO and can provide river and stream forecasting based on weather models and stream gauges, and provides the same type of warning services. Gauges in this area are located on Trail River, Snow River, Grouse Lake, Exit Glacier Creek, Resurrection River, and Salmon Creek.

The KPB may choose to begin assessing availability of, hiring, and staging resources during the warning stage depending on the prediction. Additionally, the warning phase is the ideal period to obtain authorizations and regulatory approval for work during the response phase. It is always advisable to activate the plan too early rather than too late. It is always easier to scale back a response than to ramp one up.

### **Response**

The response to a flood event typically includes the protection of public infrastructure and the public health and welfare. The operations section chief will formulate tactics to accomplish the objectives set by the incident commander. Examples of tactics include:

- a) Remove bed load in streams and rivers, utilizing heavy equipment to move large amounts of gravel and debris.
- b) Temporarily stockpile removed material until the recovery phase.
- c) Close or detour roads that require repair or are unsafe.
- d) Work with utility companies and other stakeholders that may have infrastructure at risk within the same area



- e) If evacuations are recommended, provide mass care and sheltering (see Annexes two through four).
- f) Provide public information on the incident, and work with partner agencies on messaging related to each area.

## **Recovery**

The recovery phase of the incident consists of many actions that achieve the primary objective of restoring services and the situation in a pre-disaster state. Examples of recovery components include:

- a) Performing a preliminary damage assessment
- b) Conducting repairs of damaged infrastructure
- c) Continuing public messaging, particularly regarding public health issues, assistance programs, and other status updates
- d) Performing debris management and removal activities

In the event of a disaster, an initial assessment of the overall damage to public and private property is necessary. The initial damage assessment, conducted during the early stages of the recovery effort, is essential to determine the allocation of State and local government resources to the disaster area. Damage assessment is a fundamental responsibility of local government and should be performed at the local level as soon as the situation permits. Damage assessment will help determine if the damage warrants a State emergency declaration. A timely and accurate assessment will help prioritize response efforts in larger events or if multiple jurisdictions have been affected.

Long-term recovery efforts focus on community redevelopment and restoring the economic and social viability of the disaster area(s). Long Term Recovery requires a substantial commitment of time and resources. Refer to Annex R of the State of Alaska Emergency Operations Plan for additional information on State and Federal assistance during recovery operations.

## **V. Organization and Assignment of Responsibilities**

Local jurisdictions' Emergency Operations Centers (EOC) and/or the on-scene Incident Commander (IC) will be responsible for executing all local responses to a flood. If a local jurisdiction requires assistance or additional resources for its response, those requests must be coordinated with KPB OEM.

For response activities involving unincorporated areas of the borough, and/or activities that require coordination between two or more local jurisdictions; the KPB OEM will be responsible for managing/coordination of those activities.



KPB OEM is responsible for:

1. Obtain information from National Weather Forecast Office, Alaska Division of Homeland Security and Emergency Management or other appropriate agencies.
2. Through the Public Information Officer (PIO), issue public notification and situation updates via Public Notification means as appropriate. The KPB PIO/ Joint Information Center (JIC) will be responsible for alert and warning procedures and will generate all public information and warning statements.
3. Identify areas at risk, determine areas where response, evacuation, sheltering, damage assessment may be required, and coordinate response activities, evacuation routes, and safety perimeters
4. Contact affected Fire/EMS chiefs.
5. Develop evacuation and shelter plans (to be signed by Borough Mayor or designee). Include refusal/special needs/pet forms in evacuation orders and sheltering processes. (See Annexes 1, 2 ,3 and 4)
6. Issue or communicate evacuation orders or recommendations using one or more alert and warning methods (EAS, Rapid Notify, door-to-door contact, mobile public address, and sirens). Ensure shelters and evacuation marshaling centers are set up.
7. If appropriate, assist evacuation efforts by coordinating alternative evacuation transportation (railroad, watercraft, aircraft, etc.) with resource owners and the SEOC.
8. Coordinate with the Kenai Peninsula Borough School District (KPBSD) on shelter plans and as appropriate, notify Red Cross to assist with shelter management.
9. Coordinate evacuation and sheltering of displaced persons with local governments or service areas and ensure pet shelters are set up as appropriate.
10. Coordinate to ensure that special needs populations receive evacuation assistance.
11. Coordinate damage assessment plans, activities, and information.



12. Provide frequent public information and media announcements regarding evacuation routes/procedures, extent of evacuation, location of shelters, and other developments.
13. Conduct surveys to determine when/if evacuated areas are safe for re-entry and notify the public and media when it is safe to reenter evacuated areas.
14. Coordinate the repopulation of evacuated areas with local law enforcement and emergency services.

## **VI. Direction, Control, and Coordination**

Preparedness, response and recovery activities related to flooding is both a collective and an individual responsibility. Incorporated areas are responsible for flood response activities within their jurisdiction but should coordinate their actions with their neighboring communities as well as KPB. KPB OEM will coordinate activities between communities and efforts in the unincorporated portions of the borough to ensure an efficient use of resources and prioritize response/recovery activities.

Health clinics and hospitals (both public and private facilities) requests for public health assistance is provided by DHSS but should be coordinated through the KPB EOC.

## **VII. Communication**

Communication systems, procedures, and resources are defined in the Region E 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 KPB Incident Management Team (IMT) and the on-scene incident command. The Alaska Land Mobile Radio (ALMR) system provides the backbone for tactical communication among first responders in the KPB. 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 [Incident Action Plan (IAP), KPB mobile EOC unit] are also available for coordinating warning, response, and recovery efforts during an earthquake response and recovery.

Public information is to be issued through the KPB PIO, and if multiple agencies are involved in response activities, through a Joint Information Center/Joint Information System (JIC/JIS). Approval of messages must be obtained from the IC.



Public Notice of evacuation and shelter availability may be made using: Rapid Notify, Emergency Alert System (EAS), Commercial Mobile Alert System / Wireless Emergency Alert (CMAS/WEA) for wireless devices, and social media systems. Phone trees to churches, NGOs etc. can be considered as well.

### **VIII. Administration, Finance, and Logistics**

Kenai Peninsula Borough is responsible for appropriate costs associated with emergency response actions and directives issued by the Kenai Peninsula Borough.

- A. All logistical needs associated with a KPB response to an alluvial flooding event must be processed through the KPB OEM or EOC on a resource order form or the electronic equivalent. Resources will deploy in a phased, prioritized schedule in coordination with the affected local jurisdiction(s) and the Incident Command Structure.
- B. Any agency initiating a flooding event response or expending funds without approval of the KPB will not be reimbursed by KPB. Agencies needing to conduct immediate response actions due to life safety concerns shall contact KPB as soon as possible to coordinate response activities.
- C. Transportation (other than Privately Owned Vehicles) and earthmoving equipment is primarily owned by DOTPF or by privately owned companies and must be contracted in order to provide the service. Memorandum of Agreements (MOA), Memorandum of Understanding (MOU), and retainers with these companies will facilitate the efficient procurement of their services and resources during an evacuation.
- D. Pre-scripted resource requests to the SEOC will assist in the timely delivery of needed resources.
- E. Local resources will be committed before local governments request assistance from higher levels of government.
- F. KPB will assist communities affected by the incident by facilitating/ coordinating the recovery and disaster assistance processes.



## **I. Purpose**

This annex provides guidance for the Kenai Peninsula Borough's (KPB) joint information system as coordinated through multiple agencies and disciplines. It addresses concepts for shared, public communications or the collaborative distribution of individual agency messaging during the warning, response and recovery phases.

General in application, flexible for emergency response and recovery as well as for non-emergency events, this annex provides the overall structure needed for operational planning and execution. This annex should be used in conjunction with the Call Center Operations Annex 10. This annex supplements the KPB Emergency Operations Plan (EOP) which provides the overall guidance for emergency response activities in the borough.

## **II. Authority**

The KPB is authorized by AS 26.23.060 and KPB Code of Ordinances Section 2.45.010, to plan for and respond to public emergencies and disasters affecting the KPB. The KPB Office of Emergency Management (OEM) may activate a joint information center (JIC) or OEM may assist the lead agency to activate a JIC upon request.

The lead agency should cite this annex when defining a Delegation of Authority (DoA). The DoA will describe the coordination expected between the incoming incident management team and the activated JIC as well as the JIC manager's authorization and expectations as related to the incident.

## **III. Situation and Assumptions**

### **Situation**

Coordinating agencies will collocate in the Joint Information Center (JIC) to ensure the distribution of accurate information, to minimize duplication and to maximize resources. Agencies will assign staff(s) to the JIC, giving them authority to represent or speak for their agency. The JIC will function by way of the established Joint Information System (JIS).



The coordination of the JIS may begin when any of the following occur:

- A. the anticipation of a known event, or in response to an escalating incident;
- B. multiple agencies are involved regardless of timeframe or expected duration of incident type/kind;
- C. the demand for information surpasses the capability of the affected organization;  
or
- D. there is a significant impact on public safety.

The lead agency may request that the JIC be collocated with the call center. The OEM call center will always be operated in conjunction with some level of JIS operations (see Annex 10). The JIS may include the use of the “virtual joint information center,” allowing participating agencies or authorized subject matter experts to post official messaging onto an online blog during response. Virtual joint information is posted onto the OEM blog address - [www.kpboem.com](http://www.kpboem.com) (described below).

### **Planning Assumptions**

Planning and preparedness provide the foundation for an effective JIS. Training and exercise opportunities should be provided the collaborating agencies. These agencies are referred to as “JIS members” that often work together during multi-agency response, i.e. local municipalities, state and federal government agencies as well as non-government agencies that include but are not limited to first responders, foresters, health and social services, utilities, Tribal entities, etc.

The KPB OEM will invite JIS members to review JIS/JIC protocols and lessons learned through an annual meeting. For new agency members, JIS/JIC training will be provided as an individual venue or presented at formal meetings such as the Local Emergency Planning Committee or All Lands All Hands Interagency Group. (See addendum: “Just-n-Time Training.”)





## **IV. Concept of Operations**

The JIS allows for a virtual and a collocated JIC that is scalable or expandable.

### **Preparedness**

A JIS member may set up an initial teleconference, inviting agency public information officers or representatives to discuss the potential need to activate the JIS. This teleconference does not officially launch the JIC, nor does it have to be initiated by the lead agency. The initial teleconference may serve as situational awareness and agency preparedness in the event that the JIS members are asked to participate in the JIC.

### **Initial Activation**

JIS members may choose to post updates onto the OEM blog during ramp up and prior to the JIC activation. (The roll of a virtual JIC is described below).

For incidents that require coordination between two or more local jurisdictions, the lead agency will be responsible for managing and coordinating the JIC. However, the lead agency may launch the JIC or request that OEM launch the JIC. The lead agency will assign a JIC manager or OEM will assign a JIC manager when tasked with launching the JIC. The JIC manager will collaborate with the Incident Commander to determine the public information plan, oversee JIC operations and staffing needs.

### **Operational Expectations**

The JIC is scalable to increase or decrease operations based upon incident needs, impacts to the community, and remaining threats to public safety. The JIC manager will ensure JIS functionality during the incident response and recovery phases. The manager will create the scheduling and staffing needs for the JIC with agencies' representatives and subject matter experts as needed.

Each participating JIS member will be responsible for designating a representative and alternate(s) staff to ensure constant agency representation during JIC operations. The attending staff are referred to as JIC staff, and will be managed by the JIC manager using the established JIS functions as approved by the IC or lead agency. JIC staff will be



responsible for bringing additional equipment beyond the basics that will support them for at least 48 hours, i.e. Go Kit.

The JIC staff will be assigned duties such as developing shared key messages, talking points, daily summaries or incident-related stories for public distribution. Some duties include, but are not limited to:

- Update incoming JIS staff using the “Just-n-Time” methodology.
- Develop or update key messages.
- Develop the daily JIC summary that includes abridged details of operations, road closures, weather/air quality, public health notifications, etc. Each JIS member will be expected to contribute to the daily summary and to distribute the daily summary by predetermined deadlines.
- Maintain the VJIC blog ([www.kpboem.com](http://www.kpboem.com)) and monitor social media.
- Correspond with and gathering information from section chiefs or unit leaders as needed.
- Attend briefings to confirm the latest developments or upcoming operations that may affect JIC messaging.
- Answer public inquiries via the call center, email or through social media platforms.
- Distribute JIC products via JIS-established methods as well as individual agency distribution protocols, ensuring maximum distribution of information. JIS staff will be responsible for maintaining their agency’s key contact lists and emailing any JIC products to those lists.
- Provide alternate staff representation through VJIC capabilities when agencies cannot physically participate at the collocated JIC.
- Provide written feedback prior to leaving the JIC. The JIC manager will present staff feedback during the after action review process (AAR).

The JIC Manager is responsible for resolving all collaborative JIC products that may be conflicting; which in turn, the lead agency, or designee, will proof the daily summary prior to release. NOTE: The JIS operational functions do not preclude individual agencies from sending their own communications. The JIC manager/staff are not responsible for developing an individual agency’s messaging or representing the participating agency(ies). The JIC is responsible for the distribution of the agencies’ official messaging.



## **Virtual Joint Information Center Protocols**

Social media products are an important part of the Borough's joint information system. When JIS members collocate in a JIC, the virtual joint information center (VJIC) protocols must be established by the JIC manager to ensure consistency and accuracy. The VJIC is a high functioning resource, which supports the JIS from the initial JIC set-up to demobilization. The following exceptions complement the VJIC:

Incorporating the interagency blog as part of the VJIC is a standard operational procedure. Participating JIS members will receive access and have authorization to post official messaging onto the blog ([www.kpboem.com](http://www.kpboem.com)). JIS members will be listed alphabetically on the blog.

- Agencies may use their own logo/letterhead when posting their information releases posted onto the blog.
- JIS members are encouraged to post onto their agency's social media and shared social media platforms, hence leveraging information being released.
- Any JIS member may post verified information from outside sources.
- The use of integrated social media tools supersedes individual agency limitations on posting information.
- All JIS members will be asked to include the [www.kpboem.com](http://www.kpboem.com) link onto their agency website. Individual agency promotion of the JIC and VJIC operations is encouraged, but not required.

## **Demobilization**

The JIC manager and staff will make the collaborative decision when considering the reduction of information, the glide path for demobilization and the transition to VJIC operations only. The JIC manager will make recommendations regarding individual JIC staff participation when their agency's involvement is not physically possible, may lessen, is no longer needed. The lead agency or the DoA signers will have final approval to terminate the JIC and VJIC.

During demobilization, the physical equipment is removed and expended supplies are re-ordered. The transition plan and closure announcements are scheduled for public release. Additionally, all documentation is completed and submitted to the planning section. The JIC Manager will be responsible for compiling a documentation package to



be distributed to all participating agencies. The lead agency will be the keeper of this documentation.

### **After Action Review Protocol**

The JIC manager is required to coordinate and conduct an After Action Review (AAR) of JIC operations as well as the JIS functionality. The JIC/JIS AAR Checklist includes a review of JIC staff participation and feedback from individual agencies. The final JIC/JIS AAR is given to lead agency as part of the incident AAR (see JIC AAR Checklist).

Recommended AAR actions:

- All participating agencies are present for the final AAR within thirty days after incident.
- Non-JIS members may attend by invitation only.
- Lessons learned will be shared electronically and maintained as a separate document.
- The JIS Annex may be revised based on lessons learned.
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## **V. Organization and Assignment of Responsibilities**

The JIC is under the direct management of a qualified Public Information Officer (JIC manager) and overseen by the Incident Commander and/or the lead agency. The JIC manager should be chosen based upon his/her expertise, experience, qualifications, and ability to manage a JIC and selected for the position based upon experience specific to the type of incident. (See addendum "JIC Manager Role & Checklists.")

The JIS shall encourage flexibility, allowing the JIC manager to work with participating agencies to determine the JIC structure and work flow. JIC operations will include the use of standardized ICS forms; the Daily Unit Log (ICS-214) and the General Message (ICS 213) forms will be used at a minimum.



## VI. Direction, Control and Coordination

The JIC manager will coordinate the JIS functionality based upon JIS member participation and the involvement of subject matter experts (SMEs). As incident needs escalate or change, SMEs may be invited to participate in JIC and VJIC operations. The JIS manager and staff will evaluate SME expectations and level of involvement. The lead agency or IC will approve SME recommendations.

The JIC manager can be changed if any one of these assumptions is true: (1) there is a contingency plan to have a deputy JIC manager; or (2) there can be a 24-hour transitional overlap between the outgoing and the incoming managers.

The IC or lead agency, in conjunction with input from coordinating agencies, may replace the JIC manager, if necessary.

## VII. Communication

At a minimum, all JIC staff will use basic PIO communication protocols. JIS staff or SMEs that have not had formal PIO training should reference the KPB Emergency Operations Center Guide, pg 8-10.<sup>1</sup> The use of these minimum protocols enhances internal and external communications as well as ICS expectations.

Communication and connectivity with the Soldotna Public Safety Communications Center and the lead agency's dispatch unit is priority. Hard/cellular lines, hard/software needs, radio or network functionality must be determined prior to deploying the JIC; therefore, logistics must determine any technical requirements. Not all borough-owned or leased facilities may be able to support JIC communication needs.

### **Communications for Post Response or Educational Awareness**

Social media tools by agency provide an excellent platform to distribute post response and recovery messaging as well as provide year-round educational awareness of the borough-wide, JIS collaboration outside of an incident. Proactive messaging by individual JIC members may emphasize topics such as:

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<sup>1</sup> Some examples of formal training courses include: National Wildfire Coordination Group NWCG-PIO S203 Basic PIO or Federal Emergency Management Agency FEMA-IS29 PIO Basic Awareness or FEMA-G290 Basic PIO.



- Dedicated web, subpage or tab for incident specific safety and prevention information during recovery phases.
- Safety or prevention messaging, i.e. burn restrictions, flood awareness or expected utility outages.
- Promotion and periodical reminders of agency's involvement as a JIS member and how it benefits the public during area-wide response.

Recommendations:

- Incident anniversary information will be initially approved and distributed by the most affected or lead agency. The release of anniversary information should be coordinated among JIS members that supported the response or recovery phases.
- An explanation should be provided when the VJIC blog or individual SM tools are dormant. The [www.kpboem.com](http://www.kpboem.com) blog dormant notification states:

*"This blog is maintained as an effort to coordinate and collocate responding agencies' information for easier public access during events on the Kenai Peninsula. The information here is written and provided by the contributing agencies. NOTE: The blog will be updated as the need arises and may be dormant at times."*

## VIII. Administration, Logistics and Finance

This annex recognizes that emergency response is dynamic and changes rapidly; however, the importance of establishing administrative practices as soon as possible will enhance consistency. The JIC manager and staff should use inclusive, joint identification platforms from social media to documentation. Examples may include:

- A JIC logo consisting of JIS members listed by alphabetical order.
- Blog post formatting - naming and timestamp conventions.
- Public and media correspondence via phone, email or social media correspondence.

The primary location for a collocated JIC will be at the OEM Emergency Operations Center. Borough facilities identified as secondary locations, i.e. an OEM mobile command vehicle or the Donald E. Gilman River Center, will have the needed equipment and technical capacity (or be able to obtain it within 2-4 hours when requested by lead agency). JIS members should have an inventory of places that can serve as primary and secondary locations.



The Kenai Peninsula Borough is responsible for appropriate costs associated with emergency response actions and directives issued by the Kenai Peninsula Borough.

- A. KPB personnel will track time and effort on timesheets with an assigned finance code issued by the finance section.
- B. All logistical needs associated with a KPB response must be processed through the KPB OEM on a resource order form.
- C. Any agency initiating an event response or expending funds without approval of the KPB will not be reimbursed by KPB.
- D. Agencies participating in the JIC or VJIC operations will be responsible for all costs associated with their agency representatives or staff involvement. The tracking of time and effort specific to said involvement is highly recommended in the event that response or recovery costs may be eligible for reimbursement through state or federal disaster declarations.
- E. The lead agency does not need approval to activate a JIC. However, KPB must approve any OEM-supported activation of a JIC and the expended funds needed to deploy a JIC on behalf of a lead agency request.
- F. When a Delegation of Authority is executed by the lead agency, Incident Management Team's level of participation in the JIC/VJIC and financial commitment as it relates to the incident needs will be defined. This annex does not preclude the DoA expectations, guidelines or restrictions.