

KENAI PENINSULA BOROUGH

# EMERGENCY OPERATIONS PLAN



**Kenai Peninsula Borough**

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**Updated July 1, 2020**

## Emergency Operations Plan Letter of Promulgation

This Emergency Operations Plan describes the system that will be used to manage the mitigation of, preparation for, response to, and recovery from natural and man-caused disaster emergencies, including oil spills and hazardous substance releases. It is an all-hazard, all-risk plan based on the National Incident Management System (NIMS) for comprehensive management of disaster emergency relief forces and disaster emergency operations.

The Borough uses an all-hazard disaster emergency management system that encompasses all types of disaster emergencies and enables each level of government to integrate with other levels, public agencies, and with private sector resource providers under the NIMS Incident Command System (ICS). Optimum use and integration of existing skilled personnel, emergency facilities, and emergency equipment across all levels of government and the private sector is encouraged and necessary to the successful implementation of this plan.

Government at all levels has the responsibility to plan for and respond to disaster emergencies resulting from hazards which are known to threaten the jurisdiction. In view of this fact, the Kenai Peninsula Borough has established an Office of Emergency Management for Borough disaster planning, response, and recovery. Disaster emergencies may require the Borough government to operate in a manner different from normal, day-to-day routines and may seriously over-extend Borough resources.

The purpose of this Emergency Operations Plan is to focus on preplanning and allow for a graduated or tailored response to a disaster emergency that requires coordination among departments, agencies, and jurisdictions. This EOP will be activated whenever there is a disaster emergency that could significantly threaten human health, property or the environment. Upon determination of an emergency, the designated person responsible for emergency management is authorized to commit the resources necessary to carry out the provisions of this plan.

This EOP is intended to meet disaster emergency planning requirements of all federal, state, Borough, and city agencies and departments having jurisdiction over such matters. It is further intended that this document be used as a reference and training aid for municipal, regional, industry, and other emergency response personnel to ensure efficient and effective response to and management of disaster emergencies. This EOP will be activated whenever there is a disaster emergency that could significantly threaten human health, property or the environment. Upon declaration of a disaster emergency, the designated person responsible for disaster emergency management is authorized to commit the resources necessary to carry out the provisions of this plan.

This plan is considered a living document and should be continuously updated and revised to reflect lessons learned during drills and actual incidents. The Kenai Peninsula Borough hereby adopts this Emergency Operations Plan.

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Charlie Pierce, Borough Mayor

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Date

The original Emergency Operations Plan dated August 2008 was developed with the assistance of Nuka Research & Planning Group.

Subsequent updates to the plan, including this 2020 revision, were performed in-house by Kenai Peninsula Borough staff.

Developed by:



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### Authorities

<p>Kenai Peninsula Borough</p>	<p>KPB Chapter 2.45 (Emergency Management Agency)          KPB Ordinance 93-01          KPB Ordinance 93-21 (Hazardous materials response)          KPB Ordinance 2006-03 (National Incident Management System)</p>
<p>State of Alaska</p>	<p>AS 26 Chapter 20 (Civil Defense Act)          AS 26 Chapter 23 (Alaska Disaster Act)          AS 29 Chapter 25 (Emergency Ordinances)          AS 29 Chapter 35 (Emergency Disaster Powers)          AS 46 Chapter 9 (Hazardous Substance Release Control) State of Alaska Emergency Response Plan (2004)          Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges and Releases (Unified Plan) and Subarea Plans (also Federal Authority)</p>
<p>Federal</p>	<p>PL 81-920 (Civil Defense Act of 1950 as amended)          PL 93-288 (Disaster Act of 1974)          PL 93-299 (Robert T. Stafford Disaster Relief and Emergency Assistance Act)          PL 96-342 (Improved Civil Defense 1980)          PL 99-499 (Emergency Planning and Community Right-to-Know Act of 1986, SARA Title III)          PL 109-295 (Post Katrina Emergency Management Reform Act)          PL 109-308 (Pets Evacuation and Transportation Standards Act)</p>

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### Mutual Aid and Interjurisdictional Agreements

Type	Date	Parties	Scope
MOU: Joint Use of Facilities	August 1994	Kenai Peninsula Borough and City of Soldotna	Shared facility use, waiver of payments for dispatch services, equip alternate 9-1-1 center
Contract: Emergency Management Services	10/21/1994	Kenai Peninsula Borough and City of Homer	Zone Management Computer Equipment, E9-1-1 System, Alternate Routing Answering Center, Dispatch Services to Anchor Point Fire and Emergency Service Area, Updates to South Zone Emergency Response Plan
Contract: Emergency Management Services	10/27/1994	Kenai Peninsula Borough and City of Seward	Zone Management Computer Equipment, E9-1-1 System, Alternate Routing Answering Center, Dispatch Services to Bear Creek Fire Service Area, Updates to South Zone Emergency Response Plan
MOU: Joint Use of Facilities	July 1995	Kenai Peninsula Borough and City of Soldotna	Amendment #1, Joint Use of Facilities; \$158,592
Contract: Emergency Management Services	4/1/1997	Kenai Peninsula Borough and City of Kenai	Alternate Routing Answering Center, Updates to North Zone Emergency Response Plan
Contract: Special Services	7/1/1999 to 6/30/2000	AK DPS and City of Seward	Full Dispatch Services, Clerical Services, Continued Access to Facilities & Equipment, Transport & Security of Prisoners; \$48,500/year
Contract: Special Services	7/1/2000 to 6/30/2001	AK DPS and City of Homer	Full Dispatch Services, Clerical Services, Continued Access to Facilities & Equipment; \$72,500/year
Interagency Cooperative Agreement	August 2001	Kenai Peninsula Borough, Nikiski Fire Service Area, Central Emergency Service Area, City of Homer, City of Kenai, City of Seward, City of Soldotna and Alaska State Troopers.	Establishes nine-member 9-1-1 Advisory Board

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Type	Date	Parties	Scope
Contract: Special Services	7/1/2002 to 6/30/2003	AK DPS and City of Seward	Full Dispatch Services, Clerical Services, Continued Access to Facilities & Equipment, Transport & Security of Prisoners; \$48,500/year
Contract: Special Services	7/1/2003 To 6/30/2004	AK DPS and City of Seldovia	Full Dispatch Services, Clerical Services, Continued Access to Facilities & Equipment; \$16,175/year.
Contract for Emergency Management Communications Services And Related Matters	Various (most initiated in 2007)	KPB and individual cities – Seward, Homer, Kenai	Cooperative agreements for cities to provide emergency 911 call system and dispatch within city boundaries. Compliance with Borough Strategic Plan and schedule for reimbursement by Borough for E-911 and related communications services
Agreement for Mutual Aid Assistance	September 2018	KPB and Municipality of Anchorage	Provides for mutual aid during times of declared emergency

### ***Alaska Voluntary Organizations Active in Disaster (AKVOAD)***

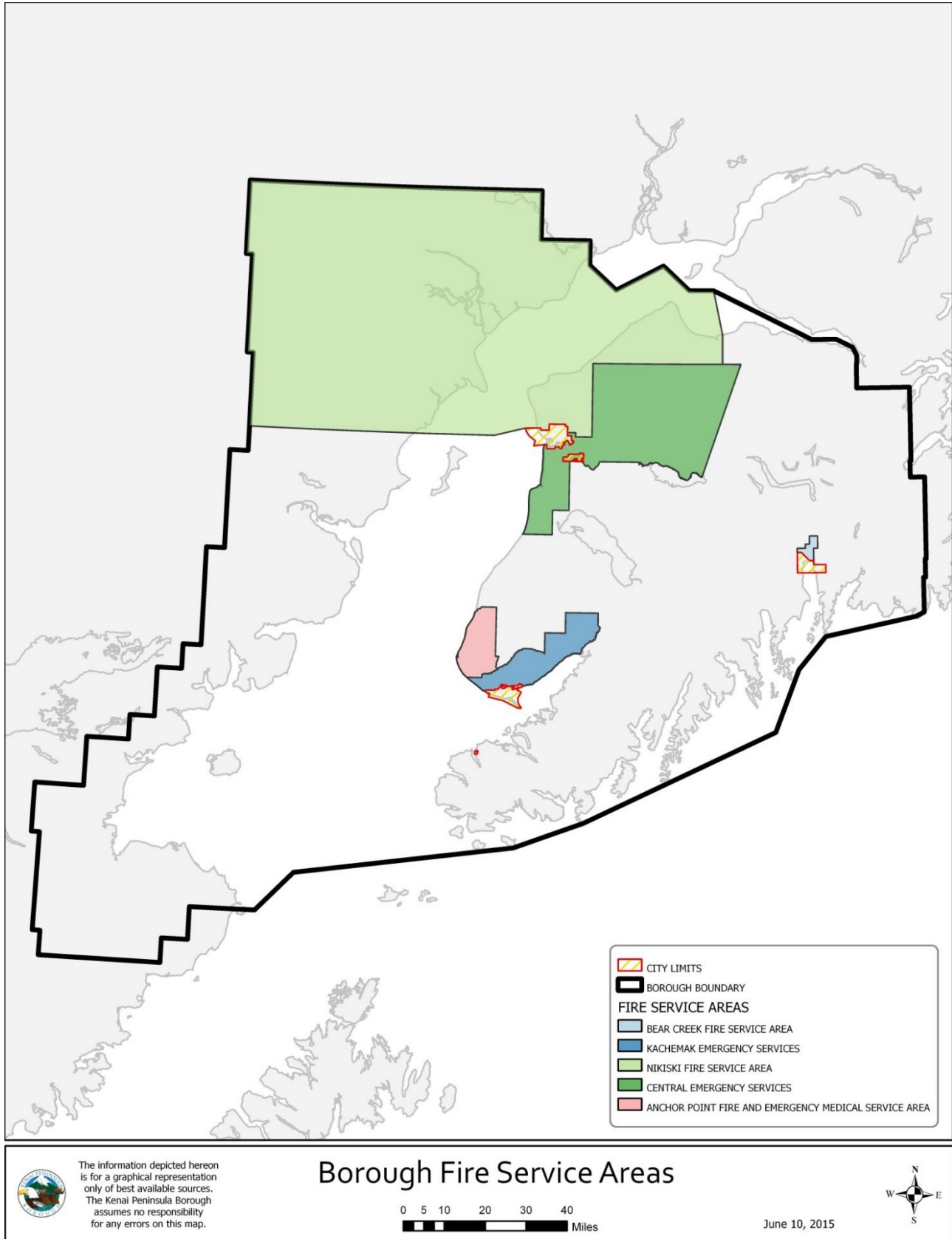
The AKVOAD organization is a forum that brings together agencies and organizations active in disaster response and management to facilitate cooperation and pre-planning. AKVOAD will coordinate services offered by voluntary agencies that respond to disasters in order to identify and facilitate response to unmet needs for individuals affected by a disaster or emergency.

AKVOAD operates under an Emergency Operations Plan that outlines the planning assumptions and concept of operations. AKVOAD is activated by the State through the Division of Homeland Security and Emergency Management (ADHS&EM). AKVOAD may set up their own *ad hoc* emergency operations center, or may function as part of the State Emergency Coordination Center (SECC) if one is established.

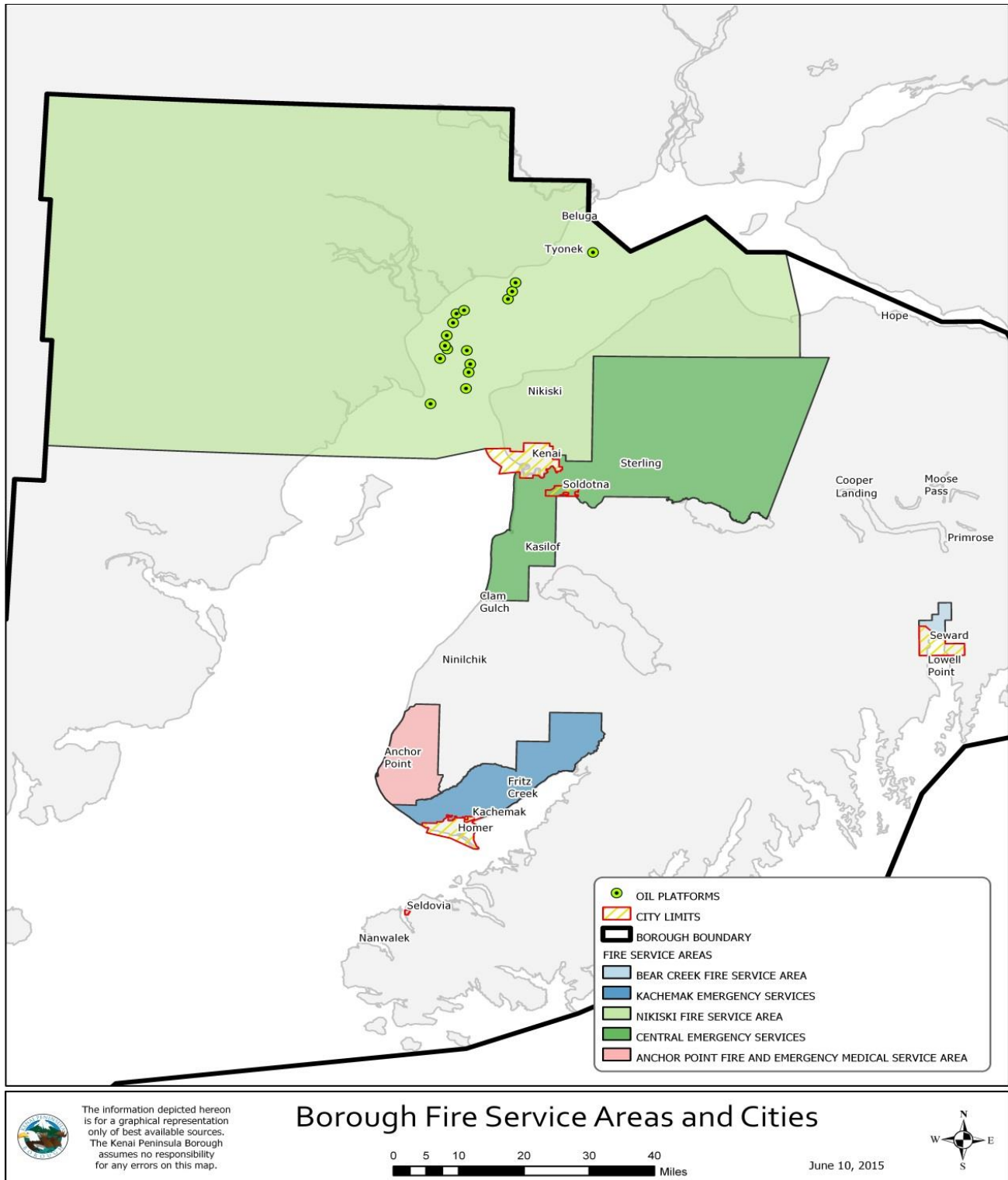
KPB could request assistance from the AKVOAD by routing that request through ADHS&EM.

Kenai Peninsula based voluntary organizations may form their own voluntary organization in an official or *ad hoc* capacity to assist during emergencies and disasters. A representative from a VOAD organization may have a seat in the Borough Incident Management Team (IMT).

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## **Relationship to Zone Emergency Response Plans**

This Emergency Operations Plan (EOP) supplements the Kenai Peninsula Borough Zone Emergency Response Plans, Emergency Operation Center (EOC) Guide and Operations Guide, incorporates, and updates key information into one consolidated, operationally oriented document.

The information in this EOP should be sufficient, in and of itself, to guide Borough emergency management personnel and departments during the initial phases of organizing for and responding to local emergencies. However, the Zone plans, EOC Guide, and Operations Guide may all provide useful reference and supplementary information for the incident management team as the incident progresses beyond the initial alert and warning or response phase. Some of these referenced plans have not been revised in recent times and may require updates to be active, or other tools may replace these referenced documents in the future.

## **Relationship to City EOPs and Local Disaster Response Plans**

The Kenai Peninsula Borough is comprised of 13 service areas and 6 cities, nearly all of which have some level of emergency response and disaster preparedness planning already in place. Since emergency response is first and foremost a local function, the KPB EOP is intended to integrate with existing local response plans.

**No guarantee is implied by this plan. Because borough assets and systems may be damaged, destroyed, or overwhelmed during an emergency, the Kenai Peninsula Borough can only endeavor to make reasonable efforts to respond based on the situation and the information and resources available at the time.**

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## **Emergency Management Policies**

### **Emergency Response Priorities**

The KPB observes the following response priorities:

- Protection of human life
- Protection of public health
- Protection of public and private property
- Protection of the environment

The Borough encourages all citizens to be self-sufficient for at least 7 days should a disaster emergency occur.

### **General Policies**

- Maintenance of essential Borough services and/or their early restoration is a primary goal of this plan.
- An emergency or disaster may require prompt and effective response and recovery operations by the Borough, cities, villages, state and federal agencies, disaster relief agencies, volunteer organizations, and the private sector.
- State and Federal support of Borough emergency operations will be based on the principle of self-help. The governmental entities within the Borough will be responsible for utilizing all available local resources prior to requesting assistance from either the State of Alaska or the Federal Government through the Borough Office of Emergency management (OEM).
- When an emergency or disaster situation exists, all Borough agencies will put their respective emergency response plans or continuity of operations plans into limited or full implementation as appropriate.
- Incident situation and status reports will be prepared by the agencies incident management teams based upon severity of the situation and will be forwarded to the Kenai Peninsula Borough - Office of Emergency Management.
- Access to emergency services will not be denied based on race, color, national origin, religion, sex, age or disability. Local activities pursuant to the Federal/State Agreement for major disaster recovery will be carried out in accordance with Title 44, CFR, Section 205.16 (Nondiscrimination). Federal disaster assistance is conditional on full compliance with this rule.

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- Emergency or disaster response often requires decisions to be made quickly under adverse conditions. Government entities complying with this plan shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence.
- The KPB adopts and uses the National Incident Management System (NIMS) as its system of preparing for and responding to disaster incidents. NIMS includes the use of the Incident Command System (ICS) for responding to and managing disasters.

### **Role of the KPB in Local Emergencies**

Emergency preparedness and response is first and foremost a local government function. Incorporated cities and villages within the Kenai Peninsula Borough are encouraged to develop their own Emergency Operations Plans. The KPB can provide support to its communities, but those communities should not rely on the KPB to manage all local response functions.

- This plan is based on the concept that emergency functions for groups and individuals involved in emergency management will generally parallel their normal day-to-day functions.
- It is important to maintain organizational continuity and to assign familiar tasks to personnel; however, in large-scale disasters it may be necessary to draw upon peoples' basic capacities and use them in areas of greatest need.
- Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency.
- Local community emergency responders usually know the best ways to apply disaster emergency relief resources within their communities.
- State response organizations will coordinate their activities with the local and borough governments so that State aid is rendered in the most helpful manner.
- Federal assistance should also be supportive of State and local efforts, not a substitute for them.

Basic responsibility for disaster emergency planning and response lies first with individuals and heads of households. Borough employees with assigned emergency response duties should take care of their families first. Each household within the Borough is encouraged to develop a family disaster plan and to maintain the essential supplies to be self-sufficient for five to seven days.

Visit [www.ready.gov](http://www.ready.gov) for family and personal emergency preparedness information.

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## **Cost and Liabilities**

Each jurisdiction (city or Borough) shall bear its own costs incurred in responding to a request for disaster assistance. Except, in the case of a Level III request (see Section 5), the requesting agency shall reimburse the responding agency for its direct, out-of-pocket costs arising from the provision of operational resources outside of their area of jurisdictional authority, ("operational resources" as used herein does not include personnel which participate solely in an administrative or area/unified command capacity). In all cases, each agency shall be responsible for any liabilities incurred from the actions of its own personnel and for provision of Workers Compensation coverage for its own personnel.

Most of the Mutual Aid agreements in place between the Borough and other municipalities and agencies provide for reciprocity but not reimbursement for services.

## **Disaster Preparedness and Mitigation**

Several disaster preparedness, mitigation, and community readiness efforts exist in the Kenai Peninsula Borough to complement this EOP.

- The Kenai Peninsula Borough All-Hazard Mitigation Plan identifies the hazards that face KPB communities and describes ongoing and recommended mitigation measures.
- The Kenai Peninsula Borough Citizen Corps Program provides volunteer training for local community preparedness as part of the Community Emergency Response Team (CERT) program. Their goal is to establish, support and utilize CERTs in each community and residential area of the Kenai Peninsula, and they have worked toward this goal by conducting regular training and community outreach programs.
- The KPB School District has the responsibility to educate and involve school faculty and staff in disaster preparedness and response through training and exercises. Since 20% of the Borough's population are students, it is important to have responders positioned to work with this population during evacuation or other emergency events.

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## **Direction and Control**

### **Role of Borough Mayor**

The Borough Mayor's formal role in a disaster emergency is to issue disaster declarations or requests for assistance to the state or federal government. The mayor's office oversees the operation of the OEM and has the authority to designate an alternate Incident Commander (IC) as needed.

### **Office of Emergency Management**

The Office of Emergency Management (OEM) is an agency of the KPB within the office of the Borough Mayor. The OEM is composed of a Director and support staff, who serve at the direction of the Borough Mayor. The OEM is responsible for development of borough and interjurisdictional disaster response and recovery plans, and for coordination of disaster management between the borough, the State of Alaska, and other municipalities and response and recovery organizations.

The Kenai Peninsula Borough will, in concert with cities and service areas of the Borough, develop and adopt plans for a coordinated response to emergencies or disasters (as defined in AS 26.23.230), which may occur within the Borough. These plans shall be activated as appropriate and in conformance with AS 26.23.140. For the purposes of response planning, the Borough shall be divided into four geographic zones, to be the: North Zone, Central Zone, East Zone and South Zone.

### **Emergency Manager**

Under the general direction and supervision of the Borough Mayor, or his designee, the Emergency Manager has the primary day-to-day responsibility for emergency management programs of the Kenai Peninsula Borough. The Emergency Manager provides a direct liaison between the Mayor's Office, Service Area Boards, the Kenai Peninsula Borough Local Emergency Planning Committee, the Kenai Peninsula Borough 911 Advisory Board; and the Kenai Peninsula Borough Assembly.

### **Local Emergency Planning Committee**

In February 1989, the Kenai Peninsula Borough Assembly approved the Borough Mayor's proposal for the formation of a Local Emergency Planning District (LEPD) and recommendations for appointment to the Local Emergency Planning Committee (LEPC). The State Emergency Response Commission designated the Kenai Peninsula Borough as a Local Emergency Planning

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District and approved members appointed to the Local Emergency Planning Committee.

The LEPC is currently composed of 25 members and their alternates, representing elected officials, emergency responders, private citizens, public health, environmental organizations, media, regulatory agencies, small business, emergency management, transportation, local and state government, and industry.

The mission of the LEPC is to encourage emergency preparedness for all hazards, whether natural or man-made, and to establish procedures for the receiving and processing of requests from the public for information generated by SARA Title III reporting requirements.

### **Response Zones**

For the purposes of disaster response planning, the borough has been divided into four geographic zones, each generally described as follows:

- **South Zone:** Begin at Gore Point on the southern boundary of the borough; thence northeasterly to the headwaters of Sheep Creek; thence northwesterly along Sheep Creek to the western boundary of the Kenai National Wildlife Refuge; thence northerly along the said Refuge boundary to an easterly- westerly line located approximately one mile south of the Clam Gulch Post Office and passing through the southern end of Chisik Island; thence westerly along said line to the western boundary of the borough; thence southerly and easterly along the borough boundaries to the beginning point. The following localities/communities are situated within the South Zone: Ninilchik, Anchor Point, all Russian Villages, Diamond Ridge, Fritz Creek, Cities of Homer, Kachemak Bay and Seldovia, Kachemak Bay and surrounds, villages of Port Graham and Nanwalek, all of the west side of Cook Inlet south of Chisik Island including Augustine Island.
- **East Zone:** Begin at Gore Point on the southern boundary of the borough; thence northeasterly to the eastern end of Skilak Lake; thence easterly to Porcupine Island in Kenai Lake; thence northwesterly along a line passing through the eastern end of Chickaloon Bay to the northern boundary of the borough; thence easterly, southerly and westerly along the borough boundaries to the beginning point. The following localities/communities are situated within the East Zone: Hope, Sunrise, Tern Lake, Moose Pass, Crown Point, Bear Creek, City of Seward, Resurrection Bay and surrounds, Kenai Fjords National Park, Chugach National Forest.

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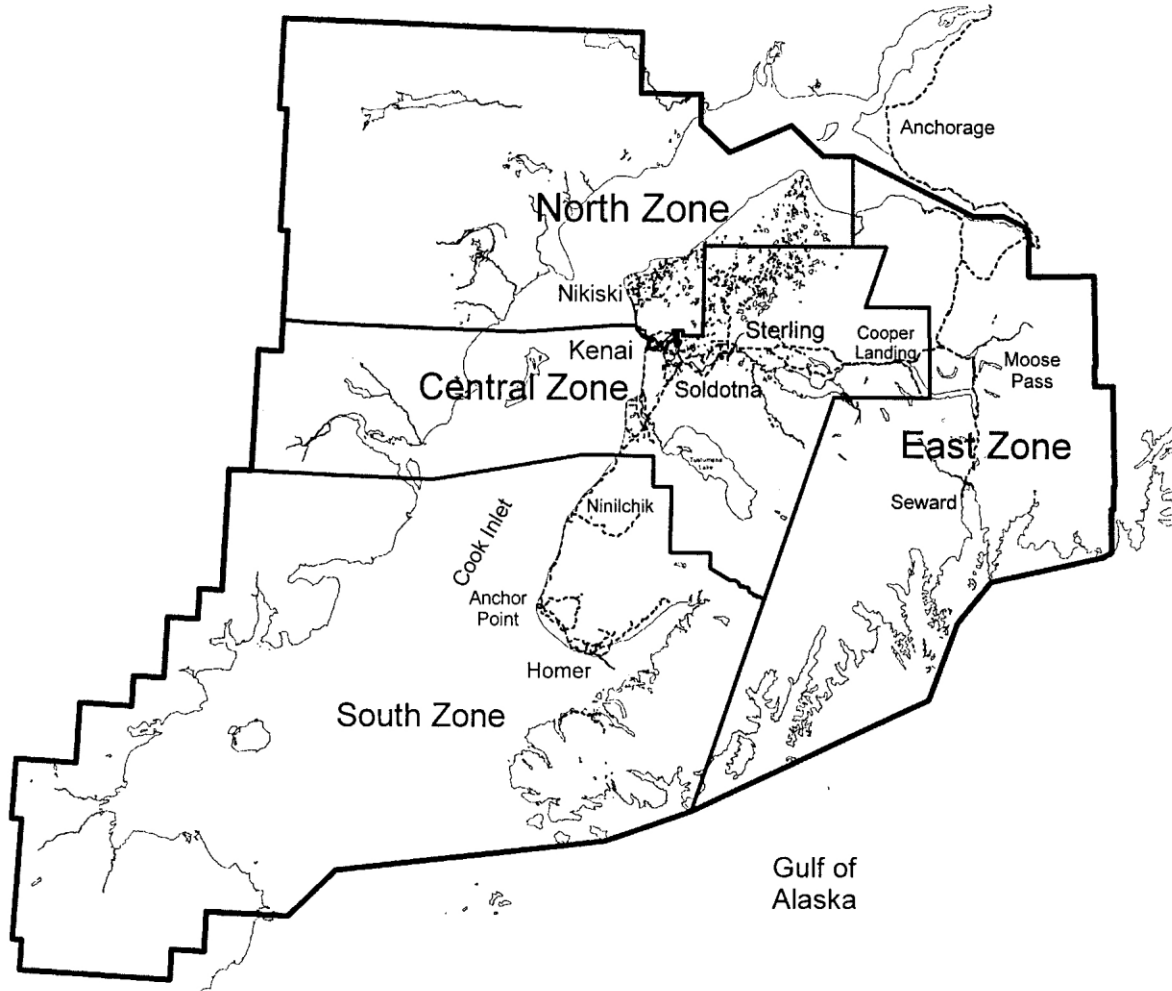
- North Zone: Begin at the northwest corner of the borough boundary; thence easterly along the borough boundary to a point opposite the eastern end of Chickaloon Bay; thence southeasterly to an easterly-westerly line located approximately twenty miles north of the community of Sterling; thence westerly along said line to the west side of the Swanson River Oil Fields; thence southerly to an east-west boundary of the Kenai National Wildlife Refuge; thence westerly to the eastern boundary of the City of Kenai; thence southerly and westerly along the City Limits of Kenai to the southwesterly side of the Kenai River; thence westerly along the southerly side of the Kenai River to Cook Inlet; thence westerly on a line located approximately four miles south of the Drift River Terminal to the west boundary of the borough; thence northerly along the borough boundary to the beginning point. The following localities/communities are situated within the North Zone: Beluga, Tyonek, all oil and gas facilities on the west side of Cook Inlet, all offshore oil and gas platforms, Nikiski, Point Possession, Beaver Creek Oil and Gas Fields, the City of Kenai lying north of the Kenai River.
- Central Zone: The remainder of the borough. The following localities/communities are situated within the Central Zone: Tuxedni Bay, Kalgin Island, the City of Kenai lying south of the Kenai River, Kenai Gas Fields, Kasilof, Clam Gulch, Tustumena lake, the City of Soldotna, Kenai River and surrounds, Sterling, Funny River, Skilak Lake, Cooper Landing.

Community Profiles of the Cities, Communities, and Villages in the Kenai Peninsula Borough are available through the Alaska Department of Commerce and Economic Development's Community Information Summaries, online at [www.commerce.state.ak.us/dca](http://www.commerce.state.ak.us/dca). The Community Profiles provide information about the local economy, demographics, political leaders, and infrastructure.

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## Response Zone Map





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## **Declaration**

The Borough Mayor or designee, upon request from a municipality or decision that local or borough resources are not sufficient to meet the emergency, can determine and declare that a Disaster exists. The OEM Manager is the designated alternate with the authority to declare a local disaster, in the absence of the Borough Mayor. After the Borough Mayor or designee has declared a Disaster, the Mayor will:

- Ensure that the Declaration is given prompt and general publicity.
- Ensure that a copy of the Declaration is promptly filed with the KPB Clerk and the Alaska Division of Homeland Security and Emergency Management to be forwarded to the Governor.
- Act in concert with the Governor's office in addressing resources to meet the disaster.
- Obtain the consent of the Borough Assembly if the Declaration of Disaster is to be continued, or renewed, for a period in excess of seven (7) days.
- Ensure that any order or proclamation continuing or terminating a Disaster is also filed with the Alaska Division of Homeland Security and Emergency Management and the Borough Clerk.

A declaration of disaster emergency by the Borough Mayor or designee is required to access state and federal disaster assistance, and may expedite procurement of borough resources and funding as well.

It is always better to be overly cautious and call for assistance as early on as possible. It will always be possible to scale down the response later, however if you wait too long to make notifications and/or requests for assistance, response time may not occur quickly enough to benefit the affected areas.

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## **Phases of Disaster Emergency Management**

Disaster emergency management planning can be divided into four phases: mitigation, preparedness, response, and recovery. Although each phase has tasks assigned to it, the process is dynamic and interconnected. This plan addresses all four phases of disaster emergency management, with a focus on response.

### **Mitigation**

- Mitigation includes those actions taken to eliminate a hazard, or to reduce the potential for damage should a disaster emergency occur.
- Mitigation actions include building codes, special identifications and routing requirements for the movement of hazardous materials, land use, and zoning requirements.
- The Kenai Peninsula Borough has developed an All-Hazard Mitigation Plan that identifies hazards and proposes mitigation activities to reduce the likelihood of an emergency or disaster.

### **Preparedness**

- Preparedness includes actions taken to plan, equip, and train citizens and government personnel to respond to local emergencies.
- Preparation may include developing Emergency Operations Plans and exercises to test them, training in evacuation procedures, and purchase of equipment and supplies needed to respond to the disaster emergency.

### **Response**

- Response includes actions taken to save lives and protect property during a disaster emergency.
- Response may include search and rescue, fire suppression, evacuation, emergency feeding and sheltering. It may also include behind-the-scenes activities such as activating disaster plans, and opening and staffing an Emergency Operations Center.

### **Recovery**

- Recovery includes those processes required to return the jurisdiction to normal following an emergency.
- Recovery could include reconstruction of roads and public facilities, securing financial aid for disaster victims, offering community counseling and psychological support services, and reviewing and analyzing of response activities.

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This plan is concerned with all types of emergency situations that may develop. It also accounts for activities before, during and after emergency operations.

### **Levels of Emergency Response**

When a disaster emergency requires a coordinated response, the following tiered response flow occurs. The response begins with the first responders on-scene, and depending on the incident specifics, may eventually expand to include local, borough, state, and federal government and/or private sector responders, managers, and resources.

#### **First Responders**

Routine incidents are usually managed by the on-scene first responders (i.e. Fire, Police, EMS), who are dispatched to deal with the emergency.

A local emergency responder, usually the person-in-charge from the responding organization, acts as Incident Commander and leads the response effort at the scene. The Incident Commander follows standard operating procedures and requests additional assistance as appropriate. The EOP is NOT activated.

#### **Local**

If the incident can be effectively managed by the initial Incident Commander and on-scene personnel, no further local or outside involvement may be required.

For a more serious incident, it may be necessary to activate the local emergency response systems. Most incorporated cities have some form of EOP or emergency plan in place. Smaller communities and unincorporated areas may not function under a discrete plan.

#### **Borough**

The Kenai Peninsula Borough (KPB) Office of Emergency Management (OEM) has plans and procedures in place to manage region-wide emergencies, or incidents affecting local or tribal jurisdictions within the region or borough.

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Under the concept of operations outlined in the State of Alaska Emergency Response Plan for all hazards, and the Federal/State Preparedness Plan for Response to Oil Spills and Hazardous Substance Releases, the borough government is the primary liaison between affected communities (local or tribal governments) and the state. Therefore, the local IMT should coordinate closely with the KPB OEM when seeking support from the state or federal governments.

### **State**

When a disaster response exceeds local capabilities, the Emergency Management Director may request assistance from the State of Alaska. Such a request would be routed through the borough emergency management agency. The State of Alaska intends to have direct contact with the local or tribal government only if they are in an unorganized borough.

**Please note** that the Sandy Recovery Improvement Act of 2013 amended the Robert T. Stafford Disaster Relief Act to allow tribal governments to bypass the local and state authorities for disaster declaration requests.

The State of Alaska Emergency Response Plan (ERP) provides guidance and direction for response to all types of emergencies, with the exception of oil spills and hazardous chemical releases, which fall under the Unified Plan. The Alaska Division of Homeland Security and Emergency Management (DHS&EM) is the lead state agency for emergency response, with the exception of an oil spill or hazardous substance release, during which the Alaska Department of Environmental Conservation (ADEC) becomes the lead state agency. For wildland fires, the Alaska Department of Natural Resources (DNR) Division of Forestry is the lead agency. For search and rescue cases, the Department of Public Safety (DPS) is the lead state agency.

Under the ERP, a State Coordinating Officer (SCO) may be appointed by the Director of DHS&EM. During incidents where a state-level response is mounted (usually in response to a statewide disaster declaration), a State Emergency Operations Center (SEOC) will be established to coordinate the response. The core mission of the SEOC is to respond to requests for support from local IMT, in accordance with the decisions, objectives and priorities established by the MAC Group. In addition, the SEOC conducts situational assessment and provides reports to a wide variety of agencies and organizations.

The Governor's Disaster Policy Cabinet (DPC), which consists of selected commissioners from Alaska's executive departments, may recommend the need for state or federal disaster declaration. The DPC will indirectly consider the input of the MAC Group in making such recommendations.

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During oil spill and hazardous substance responses, the organizational structure will differ slightly. Instead of an SCO from DHS&EM, ADEC will assign a State On-Scene Coordinator (SOSC) to represent the state in the Unified Command, along with On- Scene Coordinators (OSC) representing the responsible party (RP), the federal government (Federal On-Scene Coordinator or FOSC), and in some cases the local government (Local On-Scene Coordinator or LOSC).

### **Multi-Agency Coordination (MAC) Group**

Multi-agency Coordination (MAC) Groups are essential in situations where Federal, State, local and private sector agencies/organizations have significant statutory responsibilities and/or vested interests. The MAC Group is made up of top management personnel from responsible agencies, organizations and jurisdictions supporting or impacted by the event. MAC Group representatives are fully authorized to represent and act on behalf of their parent organizations. The MAC Group accomplishes high-level interagency coordination and establishes policy decisions, objectives and priorities that drive the SEOC. Also, local MAC Group members provide direction to their local incident commanders based on the outcomes of MAC Group meetings. During an oil spill response, the MAC Group is replaced by a Regional Stakeholder Committee (RSC), which operates in a similar manner to the MAC.

### **Federal**

When federal agencies and resources are added to the local response, coordination between local governments and federal agencies is managed by ADHS&EM for non- spill emergencies and ADEC for oil and hazardous substance spills. During a response with federal agency involvement, a Joint Federal Office (JFO) will be established to coordinate the response. The Federal Emergency Management Agency (FEMA), under the US Department of Homeland Security (DHS) is typically the lead federal agency in disaster emergencies. For oil spills and hazardous substance releases, the National Contingency Plan (NCP) is the guiding policy document, and the EPA is the lead agency for inland spills while the US Coast Guard is the lead agency for spills to navigable waterways. The federal agencies involved in the response will coordinate with other state and local authorities through the JFO.

After completion of a preliminary damage assessment, the director of FEMA will recommend to the President whether to declare an Emergency or Major Disaster. The President will declare an Emergency or Major Disaster and appoint the Federal Coordinating Officer, who serves as the President's representative to the disaster emergency and leads the federal response and

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recovery efforts from the field office.

In a disaster not qualifying for a Presidential declaration, assistance may be available under the statutory authorities of individual federal agencies. The Community Emergency Manager may request assistance from the appropriate agencies through the SECC.

### **Private Sector**

In the case of an emergency that originates at a private facility or plant, the person-in-charge of the affected facility will implement the facility Emergency Response Plan, activates its Emergency Operations Center, declare a facility emergency, and communicate with the local community to request assistance.

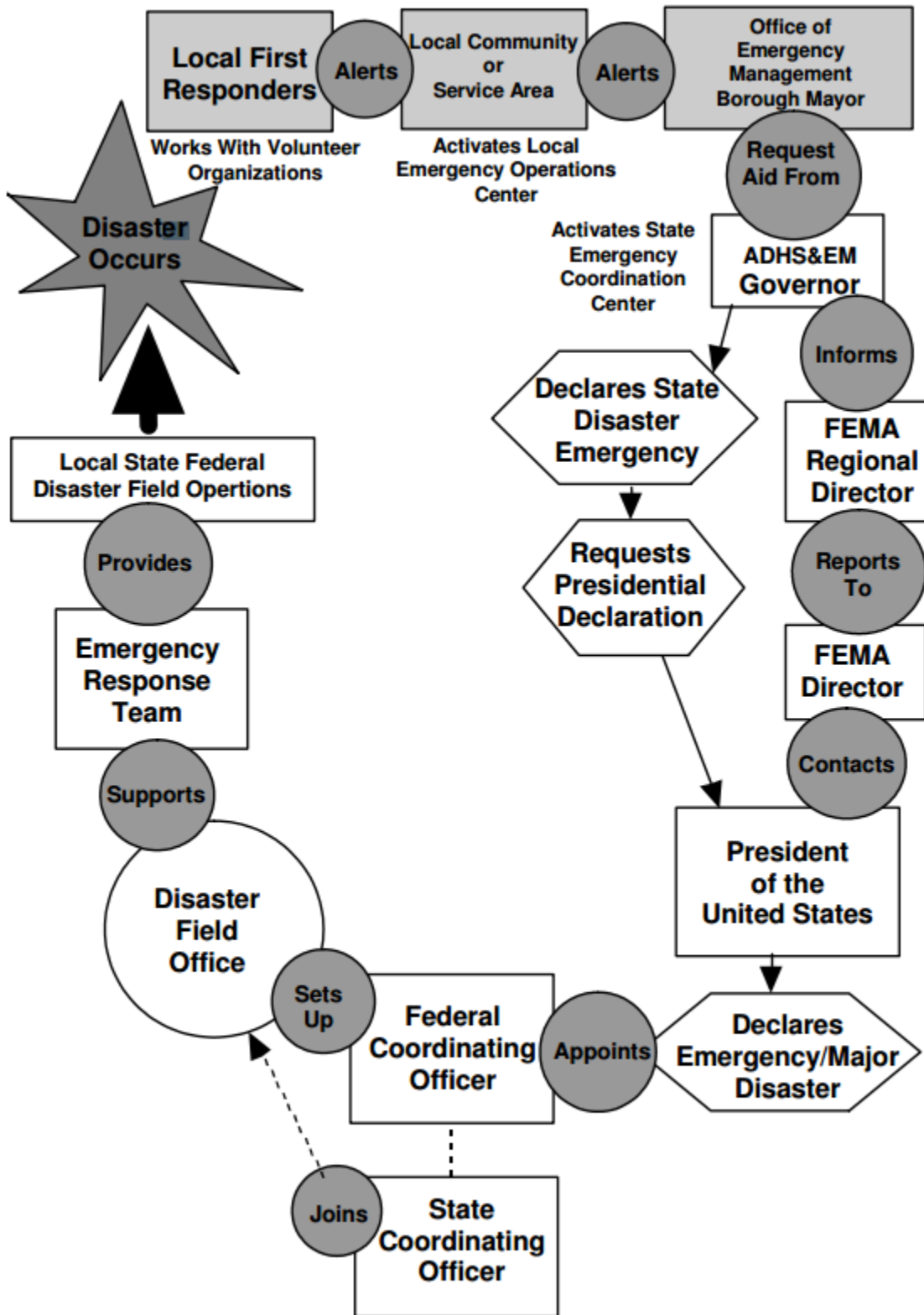
Depending upon the type of incident, the IMT and EOC may be activated to support the response at a private facility, and a Unified Command will be formed, consisting of a private sector facility representative and representatives of the local, state, and federal agencies with jurisdiction.

For certain types of incidents, such as fires and hazardous materials releases, local agencies may maintain incident command to protect public health and safety.

Likewise, if the private facility or organization responsible for the incident does not have the planning or personnel in place to support a response, the Community IMT and/or the Regional IMT and EOC may be selectively activated to support response operations.

Local medical facilities are an important private sector resource to consider during an emergency response. It is important to notify the hospital or clinic when an incident occurs that might result in human casualties.

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## **Plan Management and Updates**

### **Plan Review Cycle**

This Emergency Operations Plan will be reviewed and amended, if necessary:

- As appropriate following each emergency exercise or drill, during which the plan is used, to reflect lessons learned during the drill or emergency.
- As appropriate to reflect any changes in borough resources, departments, form of government, agency structure or other such event that would impact local emergency services.
- At least once every year.

The Kenai Peninsula Borough Office of Emergency Management is responsible for coordinating this review with the assistance of the local jurisdictions, Kenai Peninsula Borough Local Emergency Planning Committee, and other subject matter personnel as necessary. The Office of Emergency Management will then be responsible for ensuring that revisions are incorporated into all copies of the Plan.

### **Drills and Exercises**

Drills, training, and exercises are vital to determine the effectiveness of this EOP. Plan testing will help to ensure the maximum readiness of community members and regional responding organizations involved in emergency response.

Exercises may include orientation seminars, tabletop drills, and field exercises. Orientation seminars can be meetings that overview the contents of the plan for community members. Tabletop drills can be useful for checking the understanding of notification procedures and response actions. Field exercises are useful for teaching personnel how to use certain types of response equipment, such as containment boom or skimmers for oil spill response.

Borough departments, various agencies and organizations, and the Local Emergency Planning Committee will work with Office of Emergency Management to develop and coordinate the delivery of ongoing disaster training and educational programs and to develop and implement annual exercises of this Emergency Response Plan.

Participants and observers should evaluate training and exercises and identify any elements of the EOP that need to be revised or updated.



## Section 1: Background and Overview

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Following the critique of the test/exercise, the evaluating group should initiate any necessary changes to the basic plan or to city department SOPs or implementation procedures. This is an appropriate time to review and update other information contained in the EOP; e.g., personnel assignments, emergency telephone lists, and resources.

This Plan is designed to be used as a training outline to cover much of the above requirements. A recommended schedule of training and exercises is included to facilitate planning and funding requests.

## Section 1: Background and Overview

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### Recommended Schedule of Training and Exercises

Type of Training or Exercise	Frequency	Recommended Attendance
ICS 100 (online, self-paced)	Once	All assigned IMT members and staff that interacts with IMT must complete.
ICS 200 (online, self-paced)	Once	All assigned IMT members should complete.
ICS 300 & 400 level courses (instructor-led)	Annual	Training should be made available on an annual basis to all IMT members and KPB department heads.
ICS 700	Once	All assigned IMT members and staff that interacts with IMT must complete.
ICS 800	Once	All assigned IMT members and staff that interacts with IMT should complete.
Shelter Training	Annual	All personnel with potential roles in sheltering should attend shelter management training presented by the American Red Cross or other organizations.. CERT volunteers and others that have a high likelihood of working with sheltering should also take this training.
EOP familiarization	Ongoing	All IMT members and borough agencies should become familiar with the EOP contents through periodic review and use.
KPB Tabletop exercises	Annual	Tabletop exercises should be held annually to allow all IMT members and borough agencies to practice their roles in organizing and managing the response to an emergency incident.
IMT Call-out	Twice a year	Twice a year, KPB should practice the process of calling out IMT members to ensure phone numbers are accurate and all IMT members are familiar with the call-out process.
Multi-jurisdictional exercise – involving one or more municipalities and/or unincorporated areas	Every other year	Every two years, KPB should organize a multi- jurisdictional exercise to practice the process of coordinating a response among the borough, one or more cities within the borough, and possibly one or more unincorporated areas.
Type 3 Regional trainings for all cities and service areas	Annual	Airport certification exercises, mass casualty exercises, shipboard firefighting, hazmat response, interoperable communications exercises.

## Section 1: Background and Overview

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### **KPB Emergency Response Planning Projects and Priorities**

The Kenai Peninsula Borough Mayor and Office of Emergency Management, in consultation with other borough agencies and local emergency management authorities, has identified the following priorities for continuing to improve emergency preparedness and disaster response and recovery capabilities in the Borough:

- Development or support of a comprehensive resource database for all areas of the Kenai Peninsula.
- Formation and maintenance of a robust and resilient Incident Management Team to provide sufficient response capacity at the local level.
- Continued development of CERT and other community-based preparedness and response entities.

# Section 1: Background and Overview

## Relationship to Other Plans and Policies

There are a number of other regional, state and national emergency response plans and policies that shall be used in conjunction with this plan, as appropriate.

Plans, Policies, and Resources	Agency	Description
National Response Framework (2019)	U.S. Department of Homeland Security	National all-hazard framework that provides context for how the whole community works together and related to other parts of national preparedness.
<a href="https://training.fema.gov/nrfres.aspx">https://training.fema.gov/nrfres.aspx</a>		
National Incident Management System (NIMS) Document (2017)	U.S. Department of Homeland Security	Consistent nationwide template to enable efficient and effective response to incidents occurring within the U.S.
<a href="https://www.fema.gov/national-incident-management-system">https://www.fema.gov/national-incident-management-system</a>		
National Contingency Plan (1994)	U.S. Coast Guard	An organizational structure that provides procedures for responding to discharges of oil and releases of hazardous substances.
<a href="https://www.uscg.mil/Mariners/National-Pollution-Funds-Center/About-NPFC/NRF-Disaster-Funding/">https://www.uscg.mil/Mariners/National-Pollution-Funds-Center/About-NPFC/NRF-Disaster-Funding/</a>		
National Infrastructure Protection Plan (2013)	U.S. Department of Homeland Security	A national plan designed to protect U.S. critical infrastructure and key resources.
<a href="http://www.dhs.gov/sites/default/files/publications/National-Infrastructure-Protection-Plan-2013-508.pdf">http://www.dhs.gov/sites/default/files/publications/National-Infrastructure-Protection-Plan-2013-508.pdf</a>		
State of Alaska Emergency Operations Plan (2016)	Alaska Division of Homeland Security and Emergency Management	State Plan designed to ensure a coordinated effort in the management of response to emergencies and disasters.
<a href="https://ready.alaska.gov/Plans/documents/FINAL%202016%20State%20EOP.pdf">https://ready.alaska.gov/Plans/documents/FINAL%202016%20State%20EOP.pdf</a>		
State of Alaska All-Hazard Mitigation Plan (2016)	Alaska Division of Homeland Security and Emergency Management	Culmination of a cooperative partnership between local government, DHS&EM, other State and Federal agencies, and FEMA in which mitigation of hazards is discussed.
<a href="http://ready.alaska.gov/plans/documents/Alaska%20HMP%202013%20reduced%20file%20size.pdf">http://ready.alaska.gov/plans/documents/Alaska%20HMP%202013%20reduced%20file%20size.pdf</a>		

## Section 1: Background and Overview

Plans, Policies, and Resources	Agency	Description
The Alaska Federal and State Preparedness Plan for Response to Oil and Hazardous Substance Discharges and Releases (Unified Plan) (2010)	Alaska Regional Response Team	A document containing information applicable to pollution response within the entire State of Alaska. Written cooperatively by several government agencies.
<a href="https://dec.alaska.gov/spar/ppr/contingency-plans/response-plans/unified-plan/">https://dec.alaska.gov/spar/ppr/contingency-plans/response-plans/unified-plan/</a>		
Kenai Peninsula Borough All-Hazard Mitigation Plan (2019)	KPB Office of Emergency Management	Borough all-hazard plan intended to minimize the impacts of emergencies or disasters.
<a href="http://www.kpb.us/emergency-mgmt/50-borough/emergency-management/506-ahmp">http://www.kpb.us/emergency-mgmt/50-borough/emergency-management/506-ahmp</a>		
Kenai Peninsula Borough Local Emergency Planning Committee (LEPC) website	KPB LEPC	State of Alaska website describing the Borough's LEPC
<a href="http://www.kpb.us/emergency-mgmt/lepc">http://www.kpb.us/emergency-mgmt/lepc</a>		
City EOPs and disaster plans	City government	Municipal emergency response plans that identify IMT makeup, plan activation process, and resource availability in each KPB city.
<p>The KPB OEM website contains links to existing city EOPs and disaster plans.</p> <a href="http://www.kpb.us/emergency-mgmt/oem/oem-home">http://www.kpb.us/emergency-mgmt/oem/oem-home</a>		
Cook Inlet, Kodiak, and Prince William Sound Subarea Oil Spill Contingency Plans (various dates)	Cook Inlet, Kodiak, and Prince William Sound Subarea Committees	Regional supplements to the Unified Plan, which detail the subarea's oil, and hazardous materials discharge response plan
<a href="https://dec.alaska.gov/spar/ppr/contingency-plans/response-plans/cook-inlet/">https://dec.alaska.gov/spar/ppr/contingency-plans/response-plans/cook-inlet/</a>		

## Section 2: Plan Activation & Disaster Declaration

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### **Plan Activation**

Emergency incidents occur frequently, but rarely with the scope and complexity which would require the implementation of this Emergency Response Plan. This plan is applicable in those cases where:

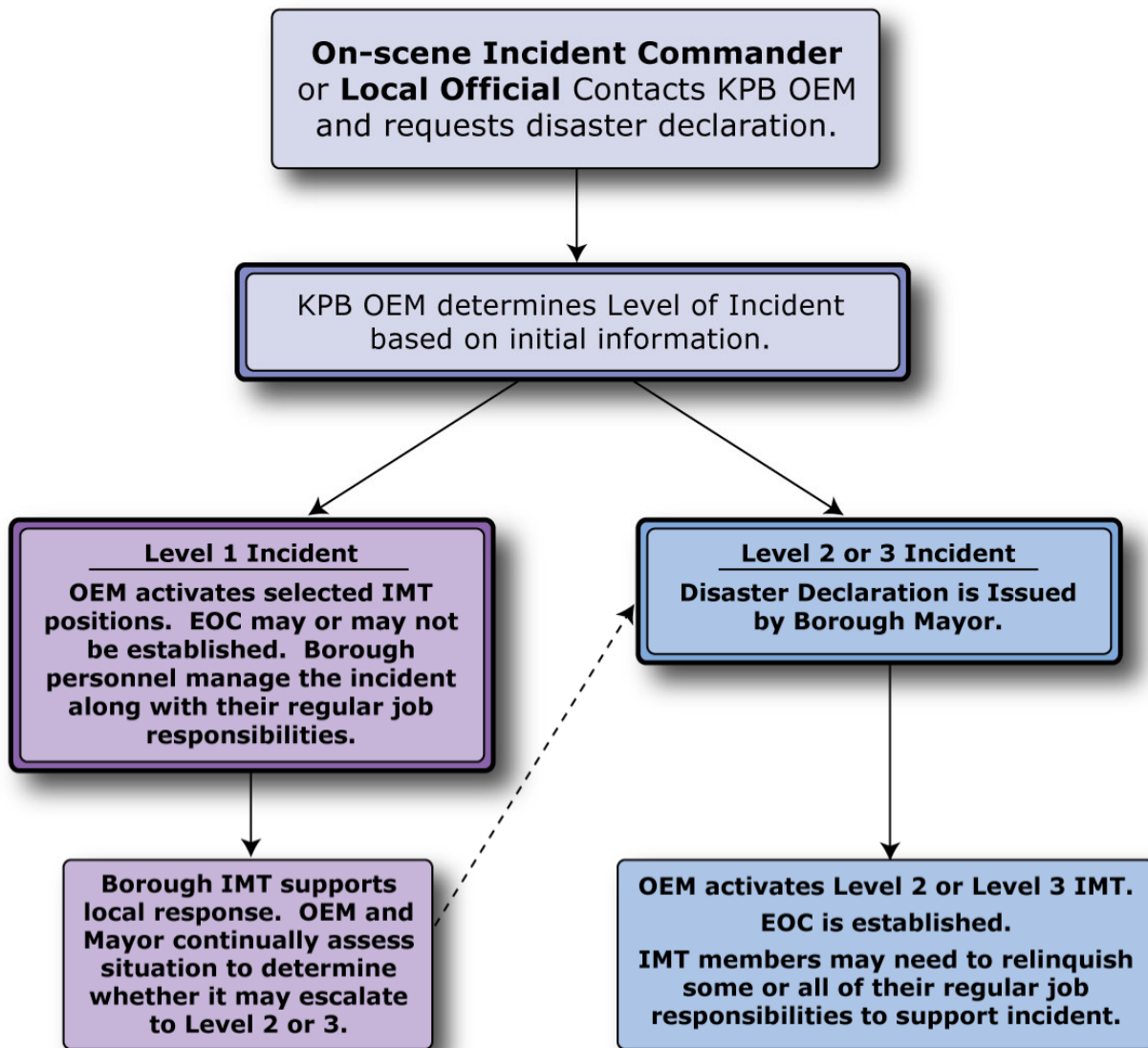
- The emergency cannot be effectively managed using only Borough department policies and resources. A local disaster emergency declaration is needed to implement the plan, access Borough funding and expedite procurement of local response resources; or
- The emergency directly impacts or is likely to impact more than one jurisdiction or agency, and a coordinated response under a unified command is desirable or necessary and a local disaster emergency declaration is needed to implement the plan or portions of the plan; or
- The resources of the Borough and/or of the affected jurisdiction(s), (i.e., City's, KPB Fire/Emergency Medical Service Area, other emergency services organizations), including resources available through mutual aid agreements, are overwhelmed and a local disaster emergency is declared, under the terms and authority of AS 26.23.140.
- An impending emergency that is likely to cause one of the above conditions.

It is always preferable to activate the plan TOO EARLY rather than TOO LATE. It is always easier to scale back a response than to ramp one up.

## Section 2: Plan Activation & Disaster Declaration

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### Activation Procedure



## Section 2: Plan Activation & Disaster Declaration

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### Levels of Incidents

Activation of the plan will be based on the following definitions and criteria:

- **Level I Incident** - An incident that can be managed within normal operations of the various Borough departments and can be managed with department policies and SOP's. May require implementation of the entire or specific sections of the plan and/or individual Incident Management Team positions as requested by the Incident Commander. A Level I Incident does not require a disaster declaration; therefore, it does not require emergency procurement or funding.
- **Level II Incident** - A request by a potential or DECLARED disaster emergency affected jurisdiction for administrative resources for aid in managing disaster response activities where no operational resources are requested for use outside of their area of jurisdictional authority and/or an incident that has special or unusual characteristics not readily managed by department policies and SOP, and/or requiring response by more than one Borough department.
- **Level III Incident** - A request by a potential or DECLARED disaster emergency affected jurisdiction for assistance that includes operational resources requested for use in an area in which those operational resources have no jurisdictional authority and/or an incident that requires the coordinated response of all levels of Borough government to save lives of a large portion of the population and protect property and the environment. Such a disaster emergency may require the sheltering or relocation of the affected population. Under such conditions, this plan will be implemented.

### IMT Staffing

During a Level I incident, only a few select IMT positions would typically be activated. The following diagrams show the IMT functions that might be activated during a Level II or Level III incident. Functions may be activated or deactivated as the incident progresses.

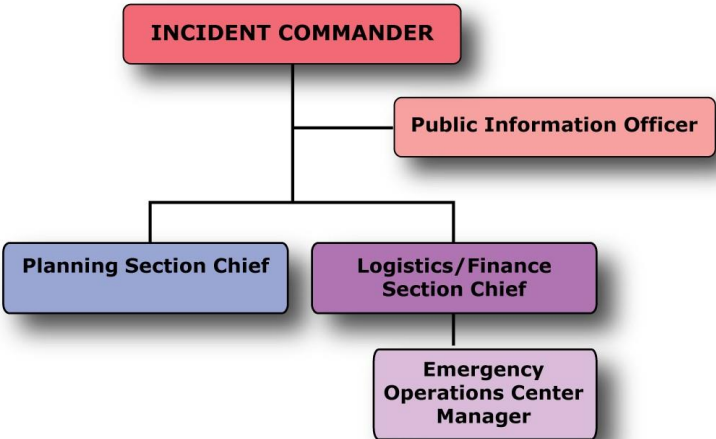
Once the Mayor has assigned an Incident Commander (IC), the IC has full authority to assign any other KPB departments and resources to support the response.



# Section 2: Plan Activation & Disaster Declaration

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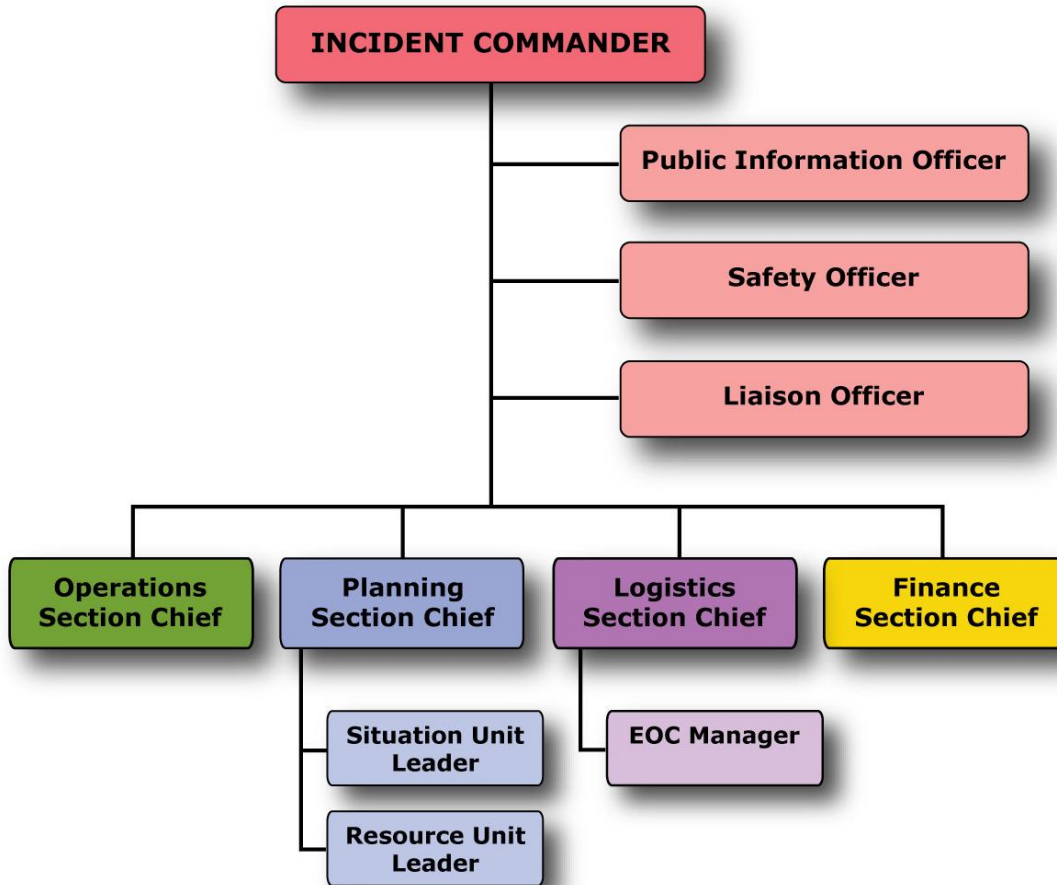
## *Level II Incident IMT*



## Section 2: Plan Activation & Disaster Declaration

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### *Level III Incident IMT*



Section 5 contains additional ICS organization charts and describes the roles and responsibilities of KPB IMT members.

## Section 2: Plan Activation & Disaster Declaration

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### **Plan Activation Upon Disaster Declaration**

A declaration of a local disaster emergency by the Kenai Peninsula Borough is required to:

- Access Borough funding;
- Expedite procurement of Borough response resources; and
- Access, State, and Federal disaster assistance.

This plan will not require a disaster declaration for implementation, as it will be used in general large-scale emergency response as well. However, the National Response Framework does require local plan activation for disaster response.

Within the Kenai Peninsula Borough, the Borough Mayor will declare a disaster emergency. If the Borough Mayor is unable to act due to absence or incapacity, the next person designated in the Borough line of succession will exercise local disaster emergency declaration authority. The declared local disaster emergency will authorize the emergency powers for the period set forth in the disaster declaration. The declaration of a local disaster emergency must:

- include a description of the situation and existing conditions
- delineate the geographic boundaries, and
- outline what special powers are being activated by the Borough.

If State or Federal assistance is needed, the Borough must also declare that all appropriate and available local resources have been expended, and contain a request to the Governor for the type of assistance required.

Requests for damage assessment and disaster recovery assistance must be routed through the state DHS&EM as well.

## Section 2: Plan Activation & Disaster Declaration

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### **Reporting**

Accurate incident status summaries are important to decision makers within the Incident Management Team (IMT) staff, as well as to assisting agencies and the public. A Situation Report shall be completed as soon as possible after the onset of an emergency, and shall be updated at least every 12 hours thereafter. The Situation Report shall be prepared by the Planning Section and distributed to at least the following:

- Alaska Division of Homeland Security and Emergency Management
- Assisting federal and state agencies
- Borough Mayor or Designee

The Public Information Officer may also distribute Situation Reports to the media, the public, assisting agencies, adjacent jurisdictions, and volunteer organizations at the direction of the Incident Commander. The report may also be used by the Emergency Manager to advise IMT members and department heads of an incident.

## Section 3: Response Actions

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### **Introduction**

This section should serve as a starting point for organizing a disaster response. This section uses simplified action guides (checklists) to help guide borough response activities and to identify the types of circumstances and scale of disasters where outside assistance may be necessary.

- For disaster emergencies that affect one or more cities or unincorporated areas of the Borough, it is important that response actions be coordinated with local emergency management personnel.
- There will always be some circumstances where state, or federal resources will be necessary to support the response.
- There will also be certain types of disasters where the scale is such that multiple communities are affected and a coordinated, regional response will be necessary. The Borough will lead such a response for KPB communities, and will be the primary liaison between the affected communities and state and federal agencies.

It is always better to be overly cautious and call for assistance as early on as possible. It will always be possible to scale down the response later, however if you wait too long to make notifications and/or requests for assistance, response time may not occur quickly enough to benefit the community.

### **Response Checklists**

This section contains hazard-specific Response Checklists to supplement the EOP Annexes for specific hazards. These checklists that follow offer a means to address the following:

- notifications,
- protective actions,
- special and unique response procedures,
- emergency public information, and
- other response needs generated by a particular hazard.

The checklists are organized by hazard type and focus on the special planning needs and regulatory issues generated by the hazard and identify appropriate outside agencies to contact for assistance in each case.

## Section 3: Response Actions

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The Incident Management Team should also reference the checklists located in the Annexes to this Emergency Operations Plan. The Annex checklists are broken down by position and section (e.g. Operations, Planning, Command) and provide hazard specific guidance for Evacuations, Sheltering, Special Needs, Pet Sheltering, Avalanche, Earthquake, Tsunami, Armed Intruder, Alluvial Flooding and Volcanic activity.

These checklists are only guides, and all actions may not be appropriate in every situation. All responders and emergency personnel should use their own good judgment and common sense when carrying out the actions in this plan.

### How to Use the Checklists

The sample checklist below shows how the response checklists are organized.

- Checklist actions are organized by **response phase**: warning, response, and recovery. For some types of incidents (e.g. earthquakes), no warning will occur.
- For each response phase, the checklist identifies **response actions**, which are general actions/activities that may be appropriate or necessary during the type of incident.
- For each response action, there is an **assigned responsibility** that indicates which IMT position/division is most likely to carry out that action. These assignments presume that an IMT has been or is being established. These are guidelines only, and should be adapted to meet the incident needs based on the level of IMT established. An IMT organization chart is in Section 6.
- State, and federal agencies, and other entities who may be able to provide assistance or guidance during the incident are listed in the **contacts** column.

# Section 3: Response Actions

## Sample Checklist

SAMPLE RESPONSE CHECKLIST (risk = unknown)			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS See Appendix C for phone numbers
<b>Warning Phase:</b> Threat of Incident Exists	Receive information	IC	City Manager KPB OEM DHS&EM
	Identify risks	IC	
	Inventory heavy equipment, vehicles, and vessels to support response.	Public Works	
	Activate incident management team, establish command center.	IC, Logistics	
<b>Response Phase:</b> Incident is occurring	Review Warning checklist.	All Personnel	Police Department
	Disseminate public information	PIO	
	Establish shelters, if necessary.	Logistics	Alaska State Troopers)
	Secure evacuated areas.	Operations	
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	Emergency Management Coordinator	
<b>Recovery Phase:</b> Incident has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate.
	Coordinate recovery activities with state and federal relief agencies.	IC	
	Arrange for debris clearance.	Public Works	
	Work to restore damaged utilities and transportation systems (airstrips, roadways, and port facilities), if any.	Public Works	
	Establish disaster aid centers to process applications for the rehabilitation of individuals and families.	Planning, Logistics	
	Perform an incident critique.	IC, with input from all positions	

## Section 3: Response Actions

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### Hazards Included in Checklists

Based on the information in the KPB and State of Alaska All-Hazard Mitigation Plans, the following hazard-specific response checklists are included in this plan:

<b>Hazard Checklist</b>	<b>Page</b>
Avalanche	Annex 5 - Avalanche Plan
Coastal storm surge/erosion	3-7
Earthquake	Annex 6 – Earthquake Plan
Energy Shortage	3-10
Evacuation	Annex 1 – Evacuation Plan
Fire (wildland)	3-12
Flood	3-14
Landslide	3-17
Oil/hazardous materials release	3-19
Pandemic	Section 14 - Pandemic
Terrorism/Weapons of mass destruction	3-22
Transportation Accident	3-25
Tsunami	Annex 7 – Tsunami Plan
Volcano	Annex 8 – Volcano Plan
Weather Extremes	3-27



## Section 3: Response Actions

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### Response Considerations

A number of factors and conditions can impact emergency response and management, particularly in Alaska communities. The following considerations relate to the implementation of the response actions recommended in this EOP.

- Seasonal variations in weather and day length may significantly impact response operations. Significant efficiency losses may occur during the winter season, where cold temperatures, snow cover, shorter day length, and high winds may make certain response activities unsafe or unfeasible.
- Field personnel should always be deployed in pairs or teams.
- Regular check-in procedures (radio or telephone) should be used to monitor the safety of field units.
- Incident objectives should always begin with **Safety of responders and the public.**

The response actions listed in this EOP are suggestions and guidelines only. City employees, emergency response personnel, and IMT members should always use their best personal and professional judgment before carrying out any emergency response actions that could potentially endanger themselves or others.

## Section 3: Response Actions

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### **Acronyms and Abbreviations**

The following abbreviations commonly used throughout the checklists in this section. A full list of acronyms and abbreviations is included in Appendix D.

ADEC	Alaska Department of Environmental Conservation
ADOTPF	Alaska Department of Transportation & Public Facilities
AST	Alaska State Troopers
DHS	United States Department of Homeland Security
DHS&EM	Division of Homeland Security and Emergency Management (Alaska, a division of DMVA)
EM	Office of Emergency Management – Emergency Manager
EPA	Environmental Protection Agency
FBI	Federal Bureau of Investigations
FEMA	Federal Emergency Management Agency
IC	Incident Commander
IMT	Incident Management Team
LE	Law Enforcement
KPB	Kenai Peninsula Borough
NTSB	National Transportation Safety Board
OEM	Office of Emergency Management
PHCS	Peninsula Community Health Services
PIO	Public Information Officer
SEOC	State Emergency Operation Center
USCG	United States Coast Guard

## Section 3: Response Actions

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### Coastal Storm Surge Erosion Response Checklist

COASTAL STORM SURGE/EROSION CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Warning Phase:</b> Threat of Coastal Erosion exists	Identify areas at risk.	IC	Police department in affected area  Fire department in affected area  National Weather Service (for weather forecasts)  ADOTPF (if roadways are threatened)
	Evaluate need for evacuation.	IC	
	Identify safe areas suitable for relocating evacuees.	Planning	
	Determine whether roadways or transportation facilities are at risk.	Planning	
	Estimate number of evacuees and arrange for relocation.	Planning	
	Arrange for public alert and warning if necessary.	PIO	
	Inventory heavy equipment for use in response & recovery.	Logistics	
	Remove emergency equipment, fuel, and medical supplies from threatened areas.	Logistics	
	Establish resource tracking	Logistics	
	Establish cost accounting system	Finance	
	Keep records of actions taken & resources used.	All Personnel	

## Section 3: Response Actions

COASTAL STORM SURGE/EROSION CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<p><b>Response Phase:</b> Coastal Erosion is occurring</p> <p><i>Notify all other organizations listed under WARNING PHASE (above) as appropriate.</i></p>	Review Warning checklist.	All Personnel	Police department in affected area (relocation)  AST  SEOC (if established)  DHS&EM (disaster relief)  KPBSD  FEMA (disaster relief)  Whole Community Partners (disaster relief & relocation/sheltering)
	Activate Incident Management Team and identify Emergency Operation Center location	IC	
	Establish command center	Logistics	
	Establish a watch/ observation system for erosion progression.	Planning	
	Keep public informed.	PIO	
	Facilitate relocation of displaced residents.	Planning	
	Account for all persons in affected area.	Operations	
	Establish Disaster Help Centers, if necessary.	Logistics	
	Secure evacuated areas.	Operations	
	Estimate extent of damage.	Planning	
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	EM	

## Section 3: Response Actions

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COASTAL STORM SURGE/EROSION CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Recovery Phase:</b> Coastal Erosion has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate.
	Coordinate recovery activities with state and federal relief agencies.	EM	
	Identify safety hazards and undertake corrective action.	Safety Officer	
	Arrange for debris clearance.	Operations	PCHS (Community healing)
	Work to restore damaged utilities and transportation systems (airstrips, roadways, and port facilities), if any.	Operations	
	Arrange for emergency housing as necessary.	Planning	
	Establish disaster aid centers to process applications for the rehabilitation of individuals and families.	Operations	
	Establish Community Healing Program, if needed.	Operations	
	Develop monetary damage estimates for disaster declaration.	Finance	
Perform a Hotwash immediately following incident to collect lessons learned.	IC with input from all positions		

## Section 3: Response Actions

### Energy Shortage/Interruption Response Checklist

ENERGY SHORTAGE/INTERRUPTION CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Warning Phase:</b> Threat of an Energy Shortage or Interruption exists	Identify areas at risk.	IC	Police department in affected area  AST  Electricity provider(s) in affected area
	Estimate possible consequences.	IC	
	Inform incident management team of developing situation as appropriate.	IC	
	Establish and maintain contact with other affected areas and jurisdictions.	IC	
	Coordinate with other state and federal agencies.	IC	
	Estimate nature & scope of assistance required by community & threatened utilities.	IC	
	Arrange for public announcements via radio, television, newspaper.	PIO	
<b>Response Phase:</b> Energy Shortage or Interruption is occurring  <i>Notify all other organizations listed under WARNING PHASE (above) as appropriate.</i>	Review Warning checklist.	All Personnel	DHS&EM (disaster relief)  FEMA (disaster relief)  SEOC (if established)  KPBSD  Whole Community Partners (disaster relief & relocation /sheltering)
	Activate incident management team,	IC	
	Establish Emergency Operation Center.	Logistics	
	Determine the extent of interruption.	Planning	
	Disseminate public information.	PIO	
	Account for all persons.	Planning	
	Prepare to Disaster Help Center or locate emergency housing for evacuees.	Planning Logistics	
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency	EM	

## Section 3: Response Actions

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ENERGY SHORTAGE/INTERRUPTION CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Recovery Phase:</b>  Energy Shortage has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate.
	Coordinate recovery activities with state and federal relief agencies.	IC	
	Perform damage assessments.	Operations	
	Provide monetary figures necessary to support a request for disaster declaration.	Finance	
	Complete and submit necessary reports and paperwork to appropriate agencies.	EM, delegated as needed	
	Perform a Hotwash immediately following incident to collect lessons learned.	IC, with input from all positions	

## Section 3: Response Actions

### Wildland Fire Response Checklist

FIRE CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACT
<b>Warning Phase:</b>  Threat of a Fire exists	Identify areas at risk.	IC	Fire department in affected area
	Activate incident management	IC	
	Assess staffing - assign additional personnel as needed.	Planning	Whole Community Partners (disaster relief & relocation/sheltering)
	Establish contact with fire agencies (local, state, federal).	IC or Liaison	
	Consider activation of command center	IC	
	Provide public information and direction.	PIO	National Weather Service (for wind and rain forecasts)
<b>Response Phase:</b>  Fire is Occurring  <i>Notify all other organizations listed under WARNING PHASE (above) as appropriate.</i>	Review Warning checklist.	All Personnel	Hospital /clinic in affected area (if human health risks)
	Establish Emergency Operation center.	IC, Logistics	
	Assess and identify affected areas.	Operations Planning	Public Health (if human health risks/fatalities)
	Continue to disseminate public information.	PIO	KPBSD
	Issue evacuation orders, as necessary.	IC	DHS&EM (disaster relief)
	Account for all persons in affected area.	Planning	FEMA (disaster relief)
	Establish Disaster Help Centers.	Operations Logistics	SEOC (if established)
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	EM	EPA (air quality monitoring)
			Whole Community Partners (disaster relief & relocation/sheltering)



## Section 3: Response Actions

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FIRE CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Recovery Phase:</b> Fire has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate. PCHS (community healing)
	Coordinate recovery activities with state and federal relief agencies.	IC	
	Arrange for emergency housing, as necessary.	Planning	
	Establish Community Healing Program, if needed.	Liaison	
	Perform damage assessments.	Operations	
	Provide monetary figures necessary to support a request for disaster declaration.	Finance	
	Complete and submit necessary reports and paperwork to appropriate agencies.	EM, delegated as needed	
	Perform a hotwash immediately following incident to collect lessons learned.	IC, with input from all positions	

### **Flood Response Checklist**

IF WARNING TIME IS EXTREMELY LIMITED, use the procedures in the Alert and Warning Section to notify the public to evacuate and tell them where to go. Evacuate the low-lying areas first, starting with those homes and other buildings nearest the approaching water, and work back toward a safe area. Use the evacuees to help move out the others as they go along.

## Section 3: Response Actions

FLOOD CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Warning Phase:</b>  Threat of Flooding exists	Receive and evaluate forecasts and predictions.	IC	ADOTPF (if roadways are threatened)
	Identify areas, facilities, infrastructure at risk.	IC	
	Develop the following estimates: <ul style="list-style-type: none"> <li>• Anticipated flood levels and timeline;</li> <li>• Areas at risk;</li> <li>• How much warning time will elapse; and</li> <li>• What measures can be taken to eliminate obstructions or otherwise aid the run-off of water in stream channels.</li> </ul>	IC	Army Corps of Engineers  National Weather Service (for weather forecasts)
	Activate incident management team, establish Emergency Operation Center.	IC	
	Pre-position response resources to support the response. <ul style="list-style-type: none"> <li>• Inventory heavy equipment, vehicles, and vessels to support response.</li> <li>• Move emergency equipment, fuel, and medical supplies from threatened areas to higher ground.</li> </ul>	Operations	
	Evaluate status of existing flood control devices and barriers.	Operations	
	Evaluate need for evacuation, relocation and sheltering.	IC	
	Issue public alert and warning if needed.	PIO	
	Disseminate public information about areas at risk, evacuation routes, shelters.	PIO	

## Section 3: Response Actions

FLOOD CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Response Phase:</b> Flood is occurring  <i>Notify all other organizations listed under WARNING PHASE (above) as appropriate.</i>	Review Warning checklist.	All Personnel	Police department in affected area AST Hospital/clinic in affected area (if human health risks) DHS&EM (disaster relief) SEOC (if established) FEMA (disaster relief) Whole Community Partners (disaster relief & relocation/sheltering)
	Establish a watch/ observation system for flood progression/receding.	Operations Planning	
	Conduct reconnaissance	Operations	
	Continue to disseminate public information.	PIO	
	Limit travel in affected areas.	Operations	
	Facilitate relocation of displaced residents.	Planning	
	Establish Disaster Help Centers, if necessary.	Operations	
	Estimate extent of damage.	Operations Planning	
	Keep the Mayor's Office informed.	IC	
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	EM	
<b>Recovery Phase:</b> Flood has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate. PCHS (community healing) ADEC (septic/water quality testing)
	Coordinate recovery activities with state and federal relief agencies.	IC	
	Arrange for debris clearance, especially in culverts/drainage areas.	Operations	
	Work to restore damaged utilities and transportation systems (air-strips, roadways, & port facilities), if any.	Operations	
	Arrange for emergency housing as necessary.	Planning	
	Establish Community Healing Program, if needed.	Liaison	
	Work on monetary damage estimates for disaster declaration.	Finance	
	Complete and submit necessary reports and paperwork to appropriate agencies.	EM, delegated as needed	
	Perform a hotwash immediately following incident to collect lessons learned.	IC, with input from all positions	

## Section 3: Response Actions

### Landslide Response Checklist

LANDSLIDE CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Warning Phase:</b>  Threat of a Landslide exists	Receive and evaluate forecasts of landslide potential.	IC	Police department in affected area  AST  ADOTPF (if roadways are threatened)  Whole Community Partners (disaster relief & relocation/sheltering)  National Weather Service (for rain forecasts)  Radio station in affected area
	Identify areas at risk and potential mitigation measures.	IC	
	Activate incident management team, establish Emergency Operation Center.	IC Logistics	
	Issue public safety announcements regarding landslide-prone areas, evacuation areas & routes, safety precautions.	PIO	
	Arrange for public alert and warning.	IC	
	Ensure evacuation routes are passable.	Planning	
	Evaluate need for sheltering.	IC	
	Inventory heavy equipment for use in response & recovery.	Logistics	
	Preposition emergency equipment, fuel, and medical supplies in safe area for use after landslide.	Operations	

## Section 3: Response Actions

LANDSLIDE CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Response Phase:</b> Landslide is occurring  <i>Notify all other organizations listed under WARNING PHASE (above) as appropriate.</i>	Review Warning checklist.	All Personnel	Hospital/ clinic in affected area  DHS&EM (disaster relief)  FEMA (disaster relief)  SEOC (if established)
	Establish a watch/ observation system for future landslides.	Operations	
	Launch search & rescue efforts as needed.	Operations	
	Continue to disseminate public information, warnings & instructions.	PIO	
	Limit travel in affected areas.	Operations	
	Establish Disaster Help Centers	Operations	
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	EM	
<b>Recovery Phase:</b> Landslide has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate.  PHCS (community healing)
	Coordinate recovery activities with local, state, and federal agencies.	IC	
	Identify safety hazards and undertake corrective action.	Operations	
	Arrange for debris clearance.	Operations	
	Restore damaged utilities and transportation systems (air, road, port)	Operations	
	Arrange emergency housing as needed.	Planning Logistics	
	Perform damage assessments, post-incident cleanup, and utilities restoration.	Operations	
	Continue to disseminate public information.	PIO	
	Establish Community Healing Program, if needed.	Liaison	
	Provide monetary figures necessary to support a request for disaster declaration.	Finance	
	Complete and submit necessary reports and paperwork to appropriate agencies.	EM, delegated as needed	
	Perform a hotwash immediately following incident to collect lessons learned.	IC, with input from all positions	

## Section 3: Response Actions

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### **Oil Spill/Hazardous Materials Release Response Checklist**

NATIONAL RESPONSE CENTER 24-HR CONTACT: 1-800-424-8802

The NRC must be contacted whenever an oil discharge enters or threatens to enter navigable waters of the United States or whenever a hazardous substance greater than a reportable quantity is released. Failing to report such releases to the NRC can result in severe fines.

ALASKA DEPARTMENT OF ENVIRONMENTAL CONSERVATION

State law requires all oil and hazardous substance releases to be reported to ADEC.

During normal business hours call or fax a completed spill report form to the nearest ADEC Area Response Team. Outside normal business hours, call 1-800-478-9300

Central Response Team: 269-3063 (ph) 269-7648 (fax)

Only trained responders with the requisite Hazardous Materials certification should take part in tactical oil spill response operations.

Refer to the Alaska Regional Contingency Plan and Area Contingency Plans for additional information on organizing for Oil Spill and Hazardous Materials response and for response strategies and additional notification information.

<https://dec.alaska.gov/spar/ppr/contingency-plans/response-plans/regional-contingency-plan/#:~:text=The%20Alaska%20Regional%20Contingency%20Plan%20%28RCP%29%20serves%20as,facility%20operating%20within%20Alaska%E2%80%99s%20boundaries%20and%20surrounding%20waters.>

## Section 3: Response Actions

OIL SPILL/HAZMAT CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Response Phase:</b>  Oil Spill or Hazardous Materials Release is occurring	Disseminate public information about evacuation or shelter-in-place.	PIO	SEOC (if established)
	Initiate evacuation, if necessary.	IC	Fire department in affected Area
	Prepare to activate disaster help centers or locate emergency housing for evacuees.	Operations Planning	Harbor Master (if Vessel/port spill)
	Participate in Unified Command if imminent threat to the public exists.	IC	KPBSD
	Restore and maintain essential services.	Operations	Hospital/clinic in affected area (if human health risks)
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	EM	National Response Center
	Refer to the appropriate Industry Contingency Plan or if no plan exists, refer to the Alaska Regional Contingency Plan.	All Personnel	ADEC Spill Reporting  U.S. Coast Guard  CHEMTREC  Call 800 number listed on shipping papers/labels.



## Section 3: Response Actions

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OIL SPILL/HAZMAT CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Recovery Phase:</b> Oil Spill or Hazardous Materials Release has occurred	Review Response checklist.	All Personnel	Ensure that all organizations listed under RESPONSE phase have been notified, as appropriate.  PHCS (community healing)
	Coordinate recovery activities with state and federal relief agencies.	IC	
	Establish Community Healing Program, if needed.	Liaison	
	Provide monetary figures necessary to support a request for disaster declaration or for reimbursement by party responsible for spill	Finance	
	Complete and submit necessary reports and paperwork to appropriate agencies.	EM, delegated as needed	
	Perform a hotwash immediately following incident to collect lessons learned.	IC, with input from all positions	

## Section 3: Response Actions

### Terrorism/Weapons of Mass Destruction Response Checklist

TERRORISM/WMD CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<p><b>Warning Phase:</b></p> <p>Threat of a Terrorist Attack exists</p>	<p>Publicize emergency public information to include:</p> <ul style="list-style-type: none"> <li>• Description of the situation and</li> <li>• identification of areas at risk;</li> <li>• Guidelines on the protection of real and personal property;</li> <li>• Location of emergency shelters or need to shelter in place;</li> <li>• Closures of schools, offices, and other facilities; and</li> <li>• Evacuation routes and reception areas and how future warning and evacuation instructions will be disseminated.</li> </ul>	<p>PIO</p>	<p>Terrorism warnings may come directly from the FBI. If the warning is generated locally, the FBI Terrorism Hotline is the central point of contact for all federal agencies. Alaska 24-hr Terrorism Hotline (FBI)</p> <p>National Terrorism Hotline (NTH)</p> <p>Police department in affected area</p> <p>Fire department in affected area</p> <p>AST</p> <p>Hospital/clinic in affected area</p> <p>Alaska Dept of Public Health (if human health risks/fatalities)</p> <p>Other state/federal law enforcement agencies, as needed.</p>

## Section 3: Response Actions

TERRORISM/WMD CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Response Phase:</b>  Terrorist attack is occurring  <i>Notify all other organizations listed under WARNING PHASE (above) as appropriate.</i>	Review Warning checklist.	All Personnel	CDC (if suspected biological materials)  US Army 103 <sup>rd</sup> Civil Support Team  Army National Guard  KPBSD  DHS&EM (disaster relief)  FEMA (disaster relief)  SEOC (if established)  Mental health support services
	Activate incident management team, establish command center.	IC Logistics	
	Coordinate response with state and federal agencies.	IC	
	In case of attack involving hazardous materials, see Hazmat checklist above.	All Personnel	
	Continue to disseminate public information, including evacuation information, shelter in place, how to get information on victims.	PIO	
	Issue evacuation orders as appropriate. Secure evacuated areas.	IC	
	Establish shelters as needed.	Operations	
	Establish emergency morgues, as necessary.	Operations	
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	EM	

## Section 3: Response Actions

TERRORISM/WMD CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Recovery Phase:</b> Terrorist Attack has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate.  PHCS (community healing)
	Arrange for emergency housing as necessary.	Planning	
	Initiate immediate and long range rehabilitation measures and programs.	IC	
	Continue to disseminate public information regarding ongoing hazards and relief efforts.	PIO	
	Establish Community Healing Program, if needed.	Liaison Officer	
	Work on monetary damage estimates for disaster declaration.	Finance	
	Complete and submit necessary reports and	EM, delegated as needed	
	Perform a hotwash immediately following incident to collect lessons learned.	IC, with input from all positions	
Take other actions necessary to restore public confidence and to solve problems at the root of the disturbances.	IC		

## Section 3: Response Actions

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### Transportation Accident Response Checklist

TRANSPORTATION ACCIDENT CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Response Phase:</b>  Accident is occurring	Activate IMT, establish EOC	IC Logistics	Police department in affected area
	Evaluate need for evacuation and sheltering	IC	Fire department in affected area
	Arrange for public alert and warning.	PIO	AST
	Establish shelters as necessary.	Operations	Hospital/clinic in affected area
	Disseminate public information about shelters, how to find out about victims.	PIO	ADOTPF (if roadways impacted)
			KPBSD  DHS&EM (disaster relief)  FEMA (disaster relief)  SEOC (if established)  Social support and mental health services  NTSB

## Section 3: Response Actions

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TRANSPORTATION ACCIDENT CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Recovery Phase:</b> Accident has occurred	Review Response checklist.	All Personnel	Ensure that all organizations listed under RESPONSE phase have been notified, as appropriate.  PHCS (community healing)
	Arrange for emergency housing as necessary.	Planning Operations	
	Continue to disseminate public information.	PIO	
	Establish Community Healing Program, if needed	Liaison Officer	
	Work on monetary damage estimates for disaster declaration.	Finance	
	Complete and submit necessary reports and paperwork to appropriate	EM, delegated as needed	

## Section 3: Response Actions

### Weather Extremes Response Checklist

WEATHER EXTREMES CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Warning Phase:</b>  Threat of Extreme Weather/ High Winds Exists	Confirm forecasts with National Weather Service.	IC	AST
	Identify areas at risk.	IC	ADOTPF (if roadways are threatened)
	Disseminate public information.	PIO	Police department in affected area
	Pre-position response resources to support the response. <ul style="list-style-type: none"> <li>• Inventory heavy equipment, vehicles, and vessels to support response.</li> <li>• Move emergency equipment, fuel, and medical supplies in safe area for use after extreme weather is over.</li> <li>• Disaster Help Center trailer</li> </ul>	Operations Planning	National Weather Service (for forecasts)
<b>Response Phase:</b> Extreme weather is occurring  <i>Notify all other organizations listed under WARNING PHASE (above) as appropriate</i>	Review Warning checklist.	All Personnel	ADNR Forestry (for fire risk)
	Continue to monitor forecasts.	IC	Hospital/clinic in affected area (if injury/death)
	Activate incident management team, establish command center.	IC Logistics	DHS&EM (disaster relief)
	Continue to disseminate public information.	PIO	FEMA (disaster relief)
	Determine the need to establish shelters for those who may be without heat or essential services.	Planning	SEOC (if established)
	Keep in communication with state/federal emergency response agencies.	IC	Whole Community Partners (disaster relief & relocation /sheltering)
	If conditions warrant, declare a local disaster emergency and request state declaration of disaster emergency.	EM	KPBSD

## Section 3: Response Actions

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WEATHER EXTREMES CHECKLIST			
SITUATION	RESPONSE ACTIONS	RESPONSIBILITY	CONTACTS
<b>Recovery Phase:</b> Extreme Weather has occurred	Review Warning & Response checklists.	All Personnel	Ensure that all organizations listed under WARNING and RESPONSE phases have been notified, as appropriate.  PCHS (community healing)
	Coordinate recovery activities with state and federal relief agencies.	IC	
	Provide Storm Damage Report, for forwarding to NWS.	EM, delegated as needed	
	Identify safety hazards and undertake corrective action.	Operations	
	Perform damage assessments.	Operations	
	Establish Community Healing Program, if needed.	Liaison Officer	
	Provide monetary figures necessary to support a request for disaster declaration.	Finance	
	Complete and submit necessary reports and paperwork to appropriate agencies.	EM, delegated as needed	
	Perform a hotwash immediately following incident to collect lessons learned.	IC, with input from all positions	



## Section 4: Alert, Warning and Evacuation

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### **KPB Alert and Warning Checklist**

- Monitor situation and determine need to issue public alert/warning.
- Coordinate with local authorities.
- Select one or more of the following alert systems (see operating procedures in this section):
  - All-Hazard Alert Broadcast siren (AHAB)
  - KPB Alerts Emergency Notification System
  - Emergency Alert System (EAS)
  - Wireless Emergency Alerts (WEA)
  - Social Media
  - KPB Virtual Joint Information System (JIS) website
  - KPBSD Notification System
  - Mobile public address
  - Door-to-door notifications
- Formulate Alert and Warning Message (sample messages included in this section) to include:
  - Nature of emergency
  - Type of response required (evacuate, shelter in place, etc.)
  - Anticipated time, location, and extent of emergency
  - Where to find additional information (radio stations, website, public briefings, etc.)
- Issue regular and consistent updates after the initial alert/warning messages are distributed.

## Section 4: Alert, Warning and Evacuation

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### **KPB Evacuation Checklist**

- Identify areas at risk and determine extent of evacuation.
- Develop and implement evacuation plan.
- Include refusal and/or special needs forms in evacuation orders.
- Issue or communicate evacuation orders or recommendations using one or more alert and warning methods
- Ensure KPB Disaster Help Centers and/or evacuation centers are set up.
- Activate Borough Incident Management Team and ICS sections as needed (Operations, Planning, Information, Logistics, Finance) to plan, execute, document and safely execute evacuation(s). Consider activating CERT volunteers, voluntary organizations, and others that may have a role in the evacuation or with mass care of evacuees.
- Establish and maintain safety perimeters.
- Coordinate evacuation and sheltering of displaced persons with local governments or service areas.
  - Unincorporated communities are encouraged to develop their own emergency evacuation plans and procedures in coordination with OEM and voluntary community organizations.
  - The Borough will provide assistance, support, and direction to the extent possible to oversee and assist with local evacuations.
  - Alaska State Troopers, local law enforcement, and local emergency services personnel will all participate in coordinating evacuations.
  - Special care should be taken to ensure that populations with access and functional needs receive evacuation assistance.
- Notify Borough IMT, hospitals and medical centers of injuries or fatalities.
- Provide frequent public information and media announcements regarding extent of the disaster, evacuation, location of Disaster Help Centers, and other developments.
- Conduct surveys to determine when/if evacuated areas are safe for re-entry.
- Notify the public utilizing KPB Alerts notification system, media outlets, and social media when it is safe to reenter evacuated areas.
- Coordinate the repopulation of evacuated areas with local law enforcement and emergency services.

## Section 4: Alert, Warning and Evacuation

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The KPB does not maintain an active list of all populations with access and functional needs within the Borough; however, in the case of an evacuation, KPB would work with local health care providers and emergency services organizations to identify and assist with the evacuation of special populations. **The responsibility for evacuating populations that are within specialized facilities such as long-term care facilities, community centers, and similar facility rests with that organization. All such service providers are encouraged to have an emergency plan in case evacuations become necessary.**

## Section 4: Alert, Warning and Evacuation

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### **Alert, Warning and Evacuation Systems**

#### **Introduction**

The effectiveness of an alert and warning system depends largely upon the specificity and clarity of the instructions given and whether or not the public perceives the warning entity as credible at the time the warning is issued. Studies have shown that warnings issued in the names of several authorities are more likely to be perceived as more credible than those issued under a single authority. For example, an alert issued in response to a hazardous materials incident might be issued in the names of the Incident Commander, Emergency Manager, and the Facility Environmental Coordinator. In addition, messages must be geographically precise, repeated more than once, and presented in more than one medium.

The following methods can be utilized as an alert and warning system:

- All Hazards Alert Broadcast siren system;
  - Coastal communities in the Kenai Peninsula Borough have the All Hazard Alert Broadcast (AHAB) system, with the capability to sound pre-recorded and or text-to-speech alerts. These sirens are located in the communities of Seward, Homer, Nanwalek, Port Graham, and Seldovia.
- The local Emergency Alert System (EAS) and Wireless Emergency Alerts (WEA);
  - Can be activated at the state level or by KPB OEM
- KPB Alerts Emergency Telephone Notification System;
  - OEM will activate upon request of IC.
- KPB Alerts Social Media, and KPB OEM JIS Website;
- Local news media (radio, print, and television);
- Mobile law enforcement and fire departments public address systems; and
- Door to door contact.

These methods may be used separately, or in combination to alert and warn the public of an emergency.

## Section 4: Alert, Warning and Evacuation

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### General Guidelines

- Local warnings with national significance should be relayed through the Alaska Division of Homeland Security and Emergency Management to the National Warning System. The Borough also monitors the National Warning System for imminent hazards or threats with local implications.
- The Borough may receive warning information from the Alaska Division of Homeland Security and Emergency Management by various methods.
  - Warning information received via telephone should be confirmed by return phone call.
  - EAS authorized personnel shall provide preliminary (best available) public safety information to the appropriate EAS station for immediate broadcast.
  - KPB Alerts notification system authorized personnel shall provide preliminary (best available) public safety information for immediate call-out.
- The National Weather Service weather radio system may be used to augment dissemination of specific warning or emergency information. The NWS system currently has coverage throughout the majority of the Kenai Peninsula.
- Updated information will be given to the public through the methods outlined above, and according to guidance outlined in the Public Information Section.
- A log of all warnings issued during the incident shall be maintained by the Public Information Officer, or the borough official issuing the warning. An example of the warning log form can be found at the end of this section.
- Rumor control may become essential to the public information effort. The incident web page, social media pages, or Borough Call Center assigned to the Public Information function within the EOC may be activated under the direction of the Public Information Officer to respond to inquiries from the public.

## Section 4: Alert, Warning and Evacuation

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### **Borough Alert and Warning Systems**

#### **All-Hazards Alert Broadcasting (AHAB) System**

The siren alert and warning system consists of 14 siren stations throughout the Kenai Peninsula Borough. The AHAB siren system can be activated by siren control software installed on workstations in the Office of Emergency Management and dispatch centers in Homer and Seward. 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, including hazardous substance releases.

The primary activation of these sirens for a Tsunami is received via over the air radio signal. Manual activations can also occur using software. Remote control of the sirens requires active network communications at each site.

#### **AHAB Siren Activation**

The following personnel have authority in their own right to activate the AHAB sirens. However, this should not be done without the knowledge and concurrence of the OEM Emergency Manager or Incident Commander:

- Kenai Peninsula Borough: Mayor or designee, Emergency Management Director or designee, Incident Commander;
- KPB Cities: City Emergency Management Coordinator (typically mayor and/or manager) through KPB OEM

#### **Siren Tones and Messages**

The following messages are pre-recorded and available at all siren sites:

1. Steady 30 sec alert
2. Steady 180 sec alert
3. Chimes/Test message
4. Amber Alert
5. Tsunami Warning
6. Volcano Warning
7. Evacuation Order
8. High Wind Warning
9. Shelter in place warning

## Section 4: Alert, Warning and Evacuation

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All sites can broadcast “on-demand” pre-recorded or live announcements from one of the three control servers.

### **AHAB Operation and Activation**

AHAB sirens can be activated locally or through messages received via data connections. AHAB sirens can also be automatically activated through a decoded signal received from the NOAA weather radio or EAS broadcast.

## Section 4: Alert, Warning and Evacuation

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### AHAB Siren Locations

The following table describes the location of the current AHAB sirens.

Facility	Lat	Long	Address
Homer Ice Rink	N 59°38'24"	W 151°33'36"	3150 Homer Spit Rd.
Homer Harbormaster	N 59°36'11"	W 151°25'13"	4311 Freight Dock Rd.
Homer Mariner Park	N 59°38'19"	W 151°30'45"	1920 Homer Spit Rd.
Homer Bishop's Beach	N 59°41'52"	W 151°32'25"	3300 Beluga Pl
Homer Fish & Game Office	N 59°38'15"	W 151°30'40"	Bay Ave. at Douglas Rd.
Nanwalek School	N 59°21'36"	W 151°55'12"	63550 Alexandrovsky Ave.
Port Graham School	N 59°20'60"	W 151°49'48"	63693 Graham Rd
Seldovia School	N 59°26'24"	W 151°42'48"	365 Winifred Ave
Nash Road	N 60°07'55"	W 149°22'45"	33675 Nash Rd.
Seward Marine Industrial Center	N 60°06'38"	W 149°26'17"	200 Nash Rd.
Seward Harbor	N 60°06'60"	W 149°26'23"	1300 Fourth Ave
Seward High School	N 60°07'48"	W 149°26'32"	304 Sea Lion Ave
Seward Fire Department	N 60°06'40"	W 149°26'16"	316 Fourth Ave
Lowell Point	N 60°04'19"	W 149°26'40"	13551 Lowell Point Rd



## Section 4: Alert, Warning and Evacuation

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### **Alaska Tsunami Watch and Warning System**

NOAA (National Oceanic and Atmospheric Administration) and the NTWC (National Tsunami Warning Center) have adopted the following standardized terminology for tsunami warnings.

Tsunami Warning: **The highest level of tsunami alert.** Warnings are issued by the TWCs 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 by the TWCs 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. A watch for a particular area may be included in the text of the message that disseminates a Warning for another area.

Tsunami Advisory: **The third highest level of tsunami alert.** Advisories are issued by the TWCs 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. The Center issuing the Advisory will continue to monitor the event, issuing updates at least hourly. As conditions warrant, the Advisory will either be continued, upgraded to a watch or warning, or ended.

## Section 4: Alert, Warning and Evacuation

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### **Wireless Emergency Alerts**

Wireless Emergency Alerts (WEA) is a technology that allows for the transmission of messages via cell towers to geographically targeted areas. The messages sent to phones are not regular SMS text messages, but appears as a separate push type notification on the users phone, and is often accompanied by a distinctive audio tone.

All mobile carriers on the Kenai Peninsula have compatible equipment to handle WEA. It is expected that the WEA system will be upgraded on 4G LTE networks and beyond can be up to 360 characters. WEA messages using 3G and earlier networks can be up to a maximum of 90 characters long, and can only be sent to a specific FIPS code. Planned upgrades of the WEA provide for the opportunity for geographic targeting.

WEA messages in the State of Alaska are sent automatically for only the following types of events:

TSW	Tsunami Warning
CAE	Amber Alert/Child Abduction Emergency

### **Emergency Alert System**

The Emergency Alert System (EAS) consists of broadcast radio and television stations linked together and to government offices to provide emergency alert and warning to the public.

The EAS system may also be used to call duty personnel in the event of phone system failure. EAS warnings are broadcast via radio and television stations; therefore this system is not practical for highly localized emergencies.

Acceptance of/or participation in the EAS system by broadcast and cable stations shall not be deemed as a relinquishment of program control, and shall not be deemed to prohibit a broadcast licensee or cable operator from exercising his independent discretion and responsibility in any given situation. Broadcast stations and cable systems originating emergency communications shall be deemed to have conferred rebroadcast authority. The concept of management of each broadcast station and cable system to exercise discretion regarding the transmission of emergency information and instructions to the general public is provided by the FCC Rules (Title 47 U.S.C. 151, 154 (i) & (o), 303 (r), 524(g) & 606; and 47 C.F.R. Part 11, FCC Rules & Regulations, Emergency Alert System).

## Section 4: Alert, Warning and Evacuation

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KPB OEM is a Collaborative Operating Group (COG) that provides access directly to the EAS system without intervention by broadcast operators. In addition to technical tools available to OEM, authorized persons can contact the SEOC, National Weather Service, or the LP-1 station to initiate an EAS activation.

Users should reference the most current Kenai Peninsula Borough Local Area EAS plan for detailed instructions.

### ***Key Emergency Alert System Sources***

LOCAL SOURCE:	PRIMARY SOURCE (LP- 1): <b>KSRM</b>	Alternate Source:
LOCATION:	40960 K-Beach Rd. Kenai, AK 99611	<i>None</i>
Emergency Alert System EMERGENCY CODES:	See Below Table	
Emergency Alert System MONITORING ASSIGNMENTS:	KFQD-AM / KTVA-TV KAKM-TV / NWS	
TELEPHONE:	907-283-8700/907-953-0385	

The following individuals have the authority to activate the EAS within the Kenai Peninsula Borough: Emergency Management Director or Designee, Manager – Soldotna Public Safety Communications Center, Commander E-Detachment Alaska State Troopers, City Police Chiefs in coordination with OEM.

## Section 4: Alert, Warning and Evacuation

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**Table of Assigned EAS Codes**

<b>Key EAS Source (County FIPS #)</b>	<b>ORG - Originator</b>	<b>EEE - Event</b>
02122 Local Code	CIV/WXR	<b>CEM</b> Civil Emergency Message
02122 Local Code	CIV/ WXR	<b>EVI</b> Evacuation Immediate
02122 Local Code	CIV/ WXR	<b>HMW</b> Hazardous Materials Warning
02122 Local Code	CIV/ WXR	<b>SPW</b> Shelter in Place
02122 Weather Code	WXR	<b>BZW</b> Blizzard Warning
02122 Weather Code	WXR	<b>FFW</b> Flash Flood Warning
02122 Weather Code	WXR	<b>FLW</b> Flood Warning
02122 Weather Code	WXR	<b>HWW</b> High Wind Warning
02122 Weather Code	WXR	<b>SVR</b> Severe Thunderstorm Warning
02122 Weather Code	WXR	<b>TOR</b> Tornado Warning
02122 Weather Code	WXR	<b>WSW</b> Winter Storm Warning
02000 State Code	CIV	<b>CAE</b> Child Abduction Emergency
02000 State Code	CIV	<b>RMT</b> Required Monthly Test
020000 State Code	CIV	<b>ADR</b> Administrative Message
00000 National Code	EAN	<b>EAN</b> Emergency Action Notification
00000 National Code	EAT	<b>EAT</b> Emergency Action Termination

## Section 4: Alert, Warning and Evacuation

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### **Procedures for EAS Activation - Manual**

To request activation of the EAS Plan, contact the broadcast outlet identified above. Provide authentication (callback) information so EAS station can authenticate the source and authority.

Work out broadcast details (i.e. live or recorded, immediate or delayed) with broadcast station personnel. It is recommended that activating officials use the following format when delivering the emergency announcement to the broadcast station.

"THIS IS (Name, Title and Name of Agency); I REQUEST TO ACTIVATE THE AREA EMERGENCY ALERT SYSTEM. I AUTHENTICATE AS FOLLOWS (Your Office or Home Telephone number)."

Furnish the following information:

- Situation Summary (nature of the emergency)
- Action being taken by local authorities
- Instructions or message to the public
- Keep the line open if necessary. Declare termination of EAS Plan at completion of alert warning.

If possible, the Incident Commander should be advised of EAS activation as early as possible.

Note: National Weather Service (NWS) warnings received via NOAA Weather Radio, NOAA Weather Wire or AP, Reuters and UPI wire do not need additional authentication.

### **EAS Activation Authority**

Personnel authorized to activate the Emergency Alert System Plan are as follows:

- The Emergency Management Director and/or Incident Commander on the Incident Management Team during an incident which, in the Incident Commander's judgment, threatens public safety.
- Any member of the Command Staff of a Borough Incident Management Team at the direction of the Incident Commander. Delegation of this authority by the Incident Commander to another member of the Incident

## Section 4: Alert, Warning and Evacuation

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Management Team staff must be documented in writing at the time of the order.

- The following personnel have authority in their own right to activate the Emergency Alert System Plan. However, this should not be done without the knowledge and concurrence of the Incident Commander.
  - Alaska State Troopers: Local Detachment Commander
  - Kenai Peninsula Borough: Emergency Management Director or Designee and Soldotna Public Safety Communications Center Manager
  - KPB Cities: Police Chiefs

### **KPB Alerts**

The KPB Alerts computerized phone warning system allows the Borough to notify many residents simultaneously of an impending disaster or other emergency information.

The OEM office can place an emergency call to virtually all phone lines within the Borough, or to as few as a single home or neighborhood with a targeted emergency message. Messages are composed by the requesting agency and input & transmitted by OEM.

The following personnel have authority in their own right to request activation of Rapid Notify through OEM. However, this should not be done without the knowledge and concurrence of the incident Commander:

- Alaska State Troopers: Detachment Commander or Designee
- Kenai Peninsula Borough: Mayor, Emergency Management Director, Incident Commander
- KPB Cities: Local Emergency Management Director (mayor and/or manager) or designee
- Various agencies such as hospitals, cities, and others may have pre planned lists and information loaded in to the system for use. City dispatch centers and Borough facilities may have credentials for direct access to the system, all other entities must activate through OEM.

### **Activation**

To request activation of the system:

- OEM Duty Officer after hours: 907-714-2415
- OEM Office during regular hours: 907-262-4910
- Soldotna Public Safety Communications Center 24-hrs: 907-262-4453

## Section 4: Alert, Warning and Evacuation

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### **Mobile Public Address System**

- Mobile public address may be used by itself or to supplement fixed sirens or other alert and warning systems.
- It is most effective when used in combination with KPB Alerts, EAS or WEA, and door to door contact.
- It may be used to alert and warn the public prior to the request to evacuate, or to advise of protective actions short of evacuation.
- Mobile public address messages should briefly explain the nature of the emergency and the type of public response required.
- When conducting mobile public address, repeat message at each intersection, and at least once mid-block, depending upon length of block.
- Do not stop to answer questions.
- When an assigned area has been covered, note date and time, and report completion to the supervisor. The supervisor should advise the Incident Commander or the Operations Section Chief, and the Planning Section (if activated) of completion of alert and warning in the assigned area.

### **Door-to-Door Alert**

Door-to-door alert may be necessary in the event of a rapidly emerging incident that poses a clear threat to public safety. Residents will be directed to temporary shelter depending upon the weather and the expected duration of the emergency.

Direction of this activity shall be the responsibility of the Incident Commander through the Operations Section Chief. All messages should be approved by the Incident Commander and coordinated with the Public Information Officer to ensure conflicting information is not issued.

Door to door contact is an effective, but time and labor intensive method of alerting, warning, and evacuating an area. More detailed information can be shared with the populace, and positive confirmation can be made that the individual received the warning, understood the instructions, and knows the consequences of his or her actions.

To conduct door-to-door alert:

- Knock, ring bell, etc. Allow at least one minute for response, more at night.

## Section 4: Alert, Warning and Evacuation

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- If no answer, document time and address, move to next facility.
- If answered, provide a written information statement (preferred method) or read prepared statement, and:
- Determine how many persons are in the building.
- Determine whether they intend to leave, have a place to go, and transportation. If yes to all, document time and address. Using plastic flagging, mark the building in a conspicuous place, or mark the driveway closest to the road to indicate that contact has been made. Go to next facility.
- If they do not intend to leave, ask if they understand the possible dangers if they stay, document the time, address, and number of people remaining. Using plastic flagging, mark the building in a conspicuous place to indicate that contact has been made. Move to next facility.
- If they intend to leave, but do not have transportation, document the number of people needing assistance, the time and address, and special transportation requirements (ambulance, handicapped van, etc.) and report this information immediately to your supervisor. Advise citizens who are able to walk to proceed to the designated congregation point if established, do not stop your activities to remove them from the area.
- If they intend to leave, but do not have a place to go, refer them to the Disaster Help Center or reception point. Document time and action taken. Using plastic flagging, mark the building in a conspicuous place to indicate that contact has been made. Move to the next facility.
- Documentation should take place on general notepaper, pre-established forms, or can be performed electronically on compatible mobile devices using the ArcGIS Collector application.

Door-to-door alert messages should briefly explain the nature of the emergency and the type of public response required.



## Section 4: Alert, Warning and Evacuation

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### **Special Populations**

The Kenai Peninsula Borough and local city emergency plans and emergency services organizations have identified groups to be considered special populations for the purposes of emergency planning.

### **Schools**

The approximately 8,000 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 due to the fact that the specific school(s) involved in the incident may have the ability to shelter-in-place or 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 Incident Management Team will have to consider the issue of moving a large number of children, up to 1000, from a school to a suitable collection point and/or shelter, or in assisting the school in getting children reunited with their parents. The school district has its own emergency plans and is responsible for that process.

### **Correctional Facilities**

Located within the Kenai Peninsula Borough are these correctional facilities:

- Spring Creek Correctional Center (Seward); and
- Wildwood Correctional Center and Wildwood Pre-trial Facility (Kenai).

In the event that a specific facility is impacted by an incident, the Incident Management Team must communicate with specific facilities and provide accurate information. Evacuation of these facilities is the responsibility of the Department of Corrections. Likewise, the cities of Homer and Seward have city run detention facilities that may house detainees at any time pending transfer to one of the above correctional facilities – city staff are responsible for evacuation of those populations.

### **Youth Facilities**

Located within the Kenai Peninsula Borough is the Kenai Peninsula Youth Facility. In the event that this facility is impacted by an incident, the Incident Management Team and City of Kenai should ensure communications with the Youth Facility. Responsibility for evacuations rests with the Division of Juvenile Justice.

## Section 4: Alert, Warning and Evacuation

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### **Home Care Patients**

Within the Kenai Peninsula Borough are an unknown number of individuals who are home care patients. These can include patients who have minimal ability to complete inability to assist themselves. They may also include patients on ventilators and other life support systems. By identifying this special population, it is necessary to work with the local home health care providers and hospital 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.

### **Alternative Residential Housing**

There exist within the Borough a growing number of group homes, shelters and other types of facilities that may house people. Many of these facilities do not want their whereabouts known, nor the number of people housed in the facility. These facilities may pose special problems for evacuation and sheltering given impacts from a specific incident.

### **Seasonal Camps**

There are seasonal camps that operate primarily in the summer. In addition, there are campgrounds, local parks and other recreational areas that increase the population over and above the resident population that would most likely contribute to additional needs for resources to manage and implement evacuation and sheltering operations.

### **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 given impacts from a specific incident.

### **Medical Facilities**

There are three hospitals and other medical facilities located within the Borough. These facilities may present unique needs and special resources for evacuation and sheltering.

## Section 4: Alert, Warning and Evacuation

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### **Sample Alert and Warning Messages**

The following are examples of wording for various types of emergency alert and warning messages.

**Examples of KPB Alerts notifications for TDD & Text** (Reminder that text is limited to 160 characters)

Example #1

KPB Alerts: Evacuation alert at Level 3 GO! in Sterling, east of Adkins road & east of Feuding Lane. LEAVE NOW, DO NOT DELAY FOR ANY REASON. LEAVE IMMEDIATELY

Example #2

KPB Alerts: Missing Children from Seward: Slate Erickson, age 4, Jedidiah "Fox" Erickson, 7, Pepper Erickson, 9. Call Troopers at 262-4453 with any information.

Example #4

KPB Alerts: Borough OEM-- hazardous materials spill in your area. STAY INDOORS AT YOUR HOME OR BUSINESS. Close windows, vents, turn off air handling systems.

Example #5

KPB Alerts: Potential for earthquake damage in your area. Call 911 for emergencies only. Non-emergencies call Borough OEM Information line at 262-INFO (4636).

Example #6

KPB Alerts: Need help? A Borough Disaster Help Center has been established at Borough school site, 123 Emergency Lane, Soldotna. Call 262-INFO for information.

## Section 4: Alert, Warning and Evacuation

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### Sample General messages

#### General Information Message

“At *(time)* today, public safety officials reported an *(describe the event, emergency, incident)*. The *(event)* occurred at *(location and time)* today. The Incident Commander, City/Borough Manager/Mayor, and the Chiefs of Police and Fire request that all persons in *(the affected area)* should listen to the radio or television for further information.”

#### Shelter in Place Message

“At *(time)* today, public safety officials reported an industrial accident involving hazardous materials. The accident occurred at *(location and time)* today. The Incident Commander, City Manager/Mayor, and the Chiefs of Police and Fire request that all persons in *(the affected area)* should remain inside their houses or other closed building until their radio, television, or public safety officials say they can leave safely. If you are in the affected area, go indoors and remain inside. Turn off heating, ventilation, and cooling systems and window or attic fans. Close all windows, doors and vents, and cover cracks with tape or wet rags. Keep pets and children inside. If you are inside and experience difficulty breathing, cover your mouth and nose with a damp cloth. If you are outside, cover your nose and mouth with a handkerchief or other cloth until you can reach a building. Failure to follow these instructions may result in exposure to the hazardous materials. Listen to the radio or television for further information.”

#### Prepare to Evacuate Message

“At *(time)* today, public safety officials reported a potentially serious condition involving *(description of situation)*. The incident is occurring at *(location)*. The Incident Commander, City/Borough Manager/Mayor, and the Chiefs of Police and Fire request all persons in *(affected area)* to stay indoors and prepare to evacuate. If you are in your home, gather all necessary medications and clothing. You do not need to evacuate at this time, but stay tuned to this station for further instructions. This message will be repeated at intervals until conditions change.”

## Section 4: Alert, Warning and Evacuation

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### **Sample WEA messages** (limited to 90 characters currently)

#### Example #1

Borough OEM: Tsunami threat. Immediately evacuate all low lying areas in Homer and Seward

#### Example #2

Borough OEM: Volcano eruption with severe ash likely. Shelter in Place, close air vents.

#### Example #3

Borough OEM: Hazard materials spill. STAY INDOORS! Close vents, turn off air systems

#### Example #4

Borough OEM: Borough non-emergency info line 262-INFO (4636). 911 for emergencies only!

#### Example #5

Borough OEM: Disaster Assistance @ Borough school site in Soldotna  
Call 262-4636 for info

## Section 4: Alert, Warning and Evacuation

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### Evacuation

Emergencies or disasters may require the evacuation of people from hazard areas to areas of lower risk. During emergencies such as tsunamis, floods, hazardous materials spills or releases, accidents or threats involving nuclear materials, volcanic activity, major fires, dam breaches or failures, and other incidents, local emergency responders or Incident Management Teams may determine that the evacuation of all or part of the Borough is prudent to minimize loss of life.

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

- Determine the area at risk, then to compare the risks associated with evacuation with the risks of leaving the threatened population in place.
- Designate appropriate low risk areas, provide transportation for those individuals who do not have private transportation, open and staff Borough Disaster Help Centers to house and feed the evacuated population, and provide clear and understandable instructions to the public.

KPB OEM will utilize community partners such as the American Red Cross, Love Inc, and other agencies to provide assistance as needed.

### Evacuation Authority

In Alaska, the authority for ordering a mandatory evacuation rests with the Governor. Additionally, Alaska Statutes 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 Kenai Peninsula Borough may communicate mandatory evacuation orders through borough alert and broadcast systems. The Borough may also make recommendations regarding evacuation of affected areas. Federal agencies have no authority to call for an evacuation by either statute or common law.

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.

Since the Kenai Peninsula Borough operates and manages shelters in KPBSD schools, it is important that local evacuation plans include coordination with the Borough and the School District.

## Section 4: Alert, Warning and Evacuation

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Alaska statutes specifically give an official of a fire department registered with the State Fire Marshall's office the authority to authorize an evacuation (AS 18.70.075 and .090). While state and local law enforcement and various other emergency response organizations have no specific statutory authority to call for an evacuation they do have common law authority. 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.

### **Evacuation Considerations**

#### ***Identification of Need***

Not all emergencies requiring protective action on the part of the public require evacuation. The Incident Commander must weigh the risks of the hazard danger against the risks of evacuating or sheltering in place.

#### ***Identification of Area Affected***

Before an evacuation can be implemented, the following activities must take place:

- Identify high hazard areas, including those areas which may be impacted if the incident escalates or conditions change.
- Identify potential evacuation routes, their capacities, and vulnerability to the hazard.
- Alert and warn the public at risk. Include specific information about the risk, the protective actions which need to be taken, and the possible risks of noncompliance.

#### ***Determination of the Time Needed for Evacuation***

The following formula can be used to estimate the time needed to evacuate a threatened area: **TD + TA + TM + TT = TN**

- TD = Time from response to decision to evacuate.
- TA = Time needed to alert and instruct the public, usually estimated to be from 15- 60 minutes, depending upon the time of day, etc.
- TM = Time needed to mobilize the population once warned. Under ideal circumstances, 500 vehicles can pass a single point in one hour on urban streets and 850 vehicles can pass a single point in one hour on two lane rural roads. Estimate four persons per vehicle. Adjust accordingly for rain, snow, and poor road conditions.
- TT = Time required to leave the hazard area.
- TN = Total time required to evacuate.

## Section 4: Alert, Warning and Evacuation

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For example:

- It takes incident personnel 15 minutes to make the decision that evacuation is the appropriate protective action. TD=15.
- Once a decision has been made, it takes 25 minutes to activate the EAS, and to complete the door-to-door contact in the immediate risk area. TA=25
- Once notified, it takes 30 minutes for the population to leave their homes and enter the evacuation route system, using one major route north out of the area, and one major route south. TM=30
- Once on the road, it takes each vehicle 15 minutes to clear the hazard area. TT=15

**To compute total evacuation time (estimate):**

**15 (TD) + 25 (TA) + 30 (TM) + 15 (TT) = 1 hour, 25 minutes  
(TN) total evacuation time**



## Section 5: Incident Management Team

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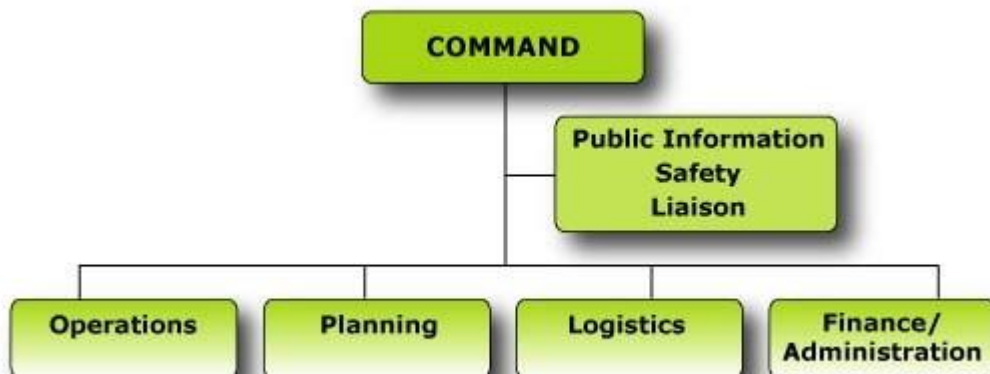
### Incident Management Team

Emergency management operations will follow the Incident Command System (ICS). Local personnel will form an initial Incident Management Team (IMT), which will organize under the principles of ICS. During a major incident where outside agencies become involved, the IMT may expand to include representatives of regional, state, and federal agencies and disaster aid organizations.

Incident Command System (ICS) is a broad, all hazard emergency management system designed to address mitigation, preparedness, response, and recovery activities. Local responders must organize under the principles of ICS. Understanding this system will also help in coordinating with other regional, state, and federal emergency response entities. This plan provides a basic overview of ICS for orienting officials with their responsibilities in the Kenai Peninsula Borough.

### Incident Command System

The ICS format breaks incident management into five basic functions, as shown below.



For small-scale incidents that can be managed wholly within the resources and capabilities of the community, the local Incident Management Team (IMT) may use the five basic ICS functions to organize incident management and emergency response functions.

For incidents that require supplemental response and/or incident management resources from outside agencies or organizations, the local IMT will form the initial incident command, and this organization will eventually be expanded to a full ICS organization, integrating regional emergency operations plans, Subarea Contingency Plans, and or private facility emergency response or oil discharge prevention and contingency plans.

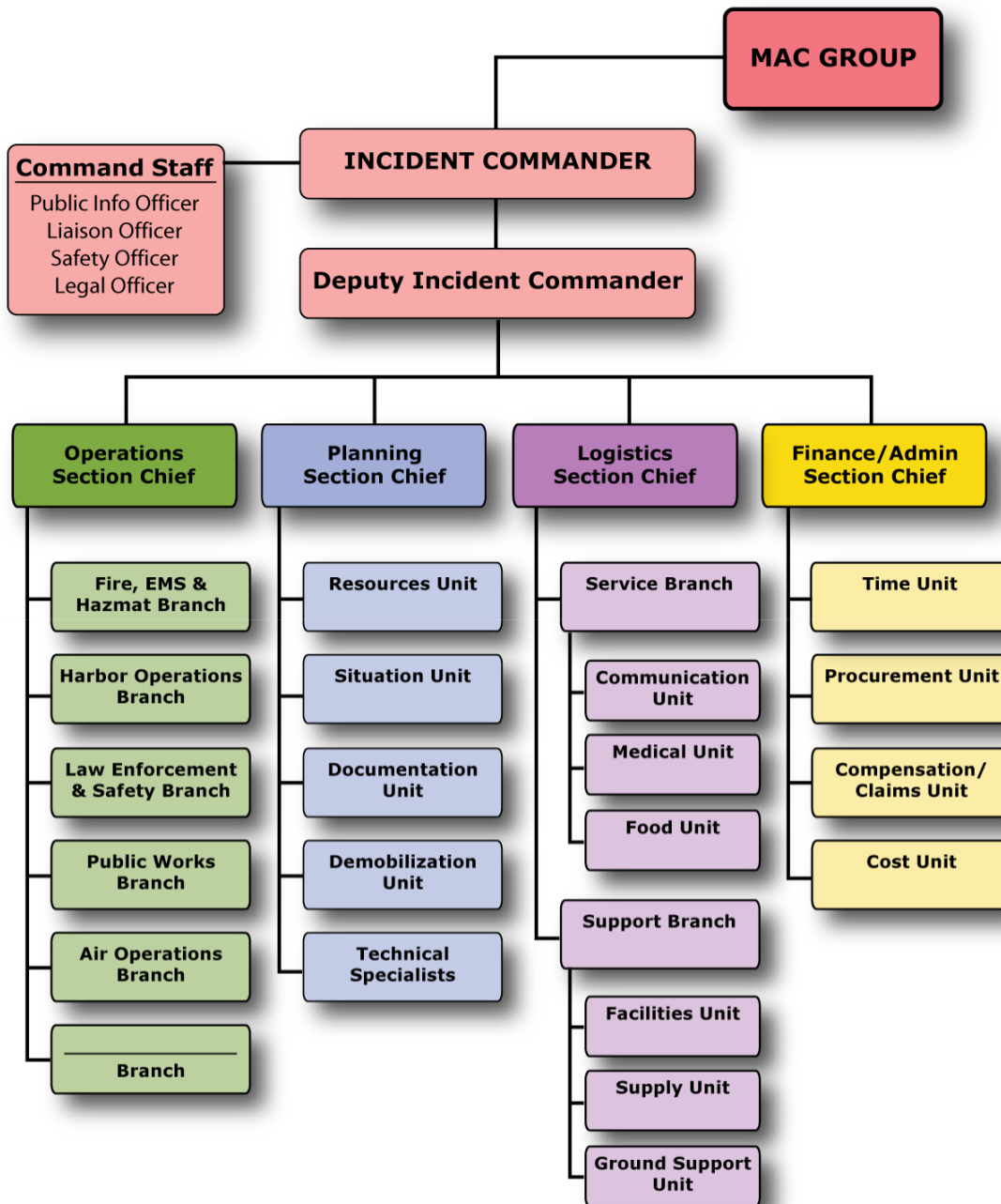
## Section 5: Incident Management Team

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In a regional disaster, local personnel from the IMT may be incorporated into a regional or private industry incident management team organized under one of the plans described above.

### Full ICS Organization Chart

This organization chart shows a typical ICS structure. The Kenai Peninsula Borough may not have the need or the capacity to activate all positions for all incidents.

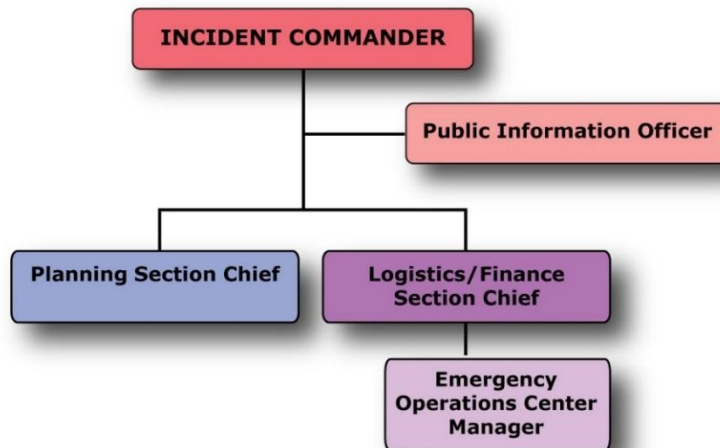


## Section 5: Incident Management Team

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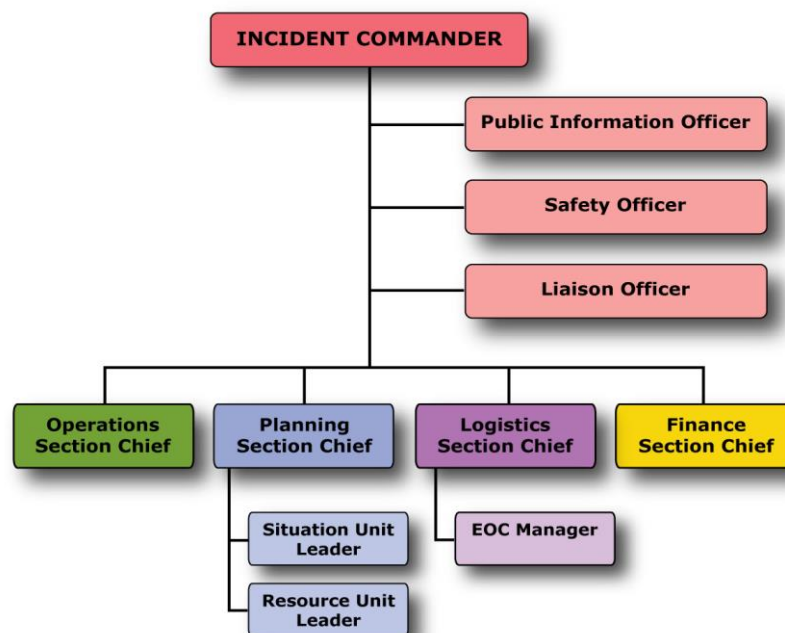
### Example of Level 2 KPB IMT Organization Chart

This organization chart shows those positions that would typically be activated and staffed by the Kenai Peninsula Borough for a Level 2 incident, based on available personnel and typical functions required to support citywide disaster operations.



### Example of Level 3 KPB IMT Organization Chart

This organization chart shows those positions that would typically be activated and staffed by the Kenai Peninsula Borough for a Level 3 incident, based on available personnel and typical functions required to support citywide disaster operations.



## Section 5: Incident Management Team

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### Duties and Responsibilities of Borough Departments

The following descriptions summarize the assigned duties and responsibilities for certain borough officials and community members during a declared emergency. Most of these individuals will ultimately fill a role on the Incident Management Team. Unless otherwise specified, these responsibilities are linked to a position (job title) rather than an individual.

<b>Position or Borough Agency</b>	<b>Duties and Responsibilities</b>	<b>IMT Position(s)</b>
Borough Mayor	<ul style="list-style-type: none"> <li>Disaster declaration</li> <li>Establish policies and delegate emergency powers</li> </ul>	MAC Group
Mayor Staff	<ul style="list-style-type: none"> <li>Public information releases</li> <li>Media relations &amp; press releases</li> <li>Rumor Control</li> <li>Coordinate with other local, state federal agencies</li> </ul>	Public Information Officer Liaison Officer
Borough Emergency Management Director	<ul style="list-style-type: none"> <li>Alert &amp; warning</li> <li>Monitor forecasts &amp; warnings &amp; keep Mayor informed</li> <li>Set &amp; communicate incident objectives</li> <li>Activate IMT &amp; establish EOC</li> <li>Evaluate need for evacuation and shelter and issuing appropriate messaging through the PIO</li> <li>Coordinate activities with local, state, and federal relief agencies and law enforcement (including paperwork)</li> <li>Estimate the nature &amp; scope of outside assistance that may be required (with Planning)</li> </ul>	Incident Commander
OEM Staff	<ul style="list-style-type: none"> <li>Assist with Emergency Management Director duties</li> <li>Set up and run EOC</li> <li>Assess staffing – assign additional personnel as needed</li> <li>Keep the Mayor &amp; Assembly informed</li> </ul>	Deputy Incident Commander EOC Manager
Risk Management	<ul style="list-style-type: none"> <li>Monitor incident risks and safety hazards &amp; identify corrective actions</li> <li>Coordinate safety planning with law enforcement and EMS</li> <li>Contribute to strategy and planning sessions to ensure incident objectives are commensurate with safety practices</li> </ul>	Safety Officer
Capital Projects	<ul style="list-style-type: none"> <li>Estimate extent of damage to infrastructure and facilities</li> <li>Monitor field operations in affected areas and provide coordination/support</li> <li>Notify local responders of potential need for search &amp; rescue</li> <li>Develop and implement evacuation procedures (with LE, PIO, Logistics)</li> <li>Ensure efficient allocation of resources (release any not being used)</li> </ul>	Operations Section

## Section 5: Incident Management Team

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<b>Position or Borough Agency</b>	<b>Duties and Responsibilities</b>	<b>IMT Position(s)</b>
Borough Attorney	<ul style="list-style-type: none"> <li>• Advise on emergency authority requirements</li> <li>• Advise on liability issues</li> <li>• Prepare legal opinions</li> <li>• Prepare new ordinances/resolutions</li> </ul>	Legal Officer
Planning Department	<ul style="list-style-type: none"> <li>• Project weather and incident behavior (short- and long-term)</li> <li>• Inventory needs and resources, including for evacuation</li> <li>• Keep record of actions taken and resources used</li> <li>• Procure technical assistance as needed for anticipating and planning for developments during response</li> <li>• Track response areas and activities on EOC maps</li> <li>• Serve as focal point for resource requests</li> <li>• Provide meals for responders and shelters</li> <li>• Transport personnel to/from operational area</li> <li>• Develop plan to deal with pets and livestock, if appropriate</li> <li>• Establish disaster aid centers to process applications for the rehabilitation of individuals and families</li> <li>• Initiate help of volunteer and relief organizations</li> <li>• Oversee permitting and other needs for new construction/development</li> </ul>	Planning Section Logistics Section
Borough Finance Department	<ul style="list-style-type: none"> <li>• Document fiscal resources dedicated to response</li> <li>• Work on monetary damage estimates for disaster declaration</li> <li>• Apply for and manage disaster financial assistance</li> </ul>	Finance Section
Utility Operators	<ul style="list-style-type: none"> <li>• Provide liaisons to EOC to coordinate with Borough IMT on issues involving utilities.</li> </ul>	MAC Group or through Liaison Officer or through Operations

These initial response duties and responsibilities relate to the initial stages of an emergency. Once the IMT has been established, city officials and other IMT personnel should follow the ICS checklists for their designated position.

## Section 5: Incident Management Team

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### **IMT Position Checklists**

#### **Common Responsibilities**

All KPB IMT personnel have the following common responsibilities:

#### ***Before an Incident Occurs:***

- Ensure that OEM has up-to-date contact information.
- Inform your immediate supervisor of any out-of-town travel.
- Acquire training to support IMT functions.
- Review and stay familiar with EOP contents.

#### ***During a Local Emergency:***

- Take care of your family first. Once they are safe and secure, transition to your IMT role.
- Review position responsibilities and ICS checklists.
- Report to EOC or field unit, as directed.
- Perform all job duties as assigned.
- Maintain unit log.

#### ***After an Emergency Occurs:***

- Turn in all documentation to your immediate supervisor or to Documentation Unit.
- Participate in debriefs and after-action investigations.
- Make recommendations for changes/improvements to EOP or other incident management tools.

## Section 5: Incident Management Team

### KPB IMT Roster and Position Descriptions

ICS Position	Order of Succession	Reports To:	Supervises	Responsibilities & Authorities
<b>Incident Commander (Emergency Management Director)</b>	1. Borough Mayor 2. Borough Emergency Management Director 3. By Appointment	MAC/ Borough Assembly & to State/ Federal incident command teams if established	Directly- Command & General Staff;  Indirectly - All positions	<ul style="list-style-type: none"> <li>• Provides for management and control of the IMT.</li> <li>• Declare a disaster, activate the IMT, establish an EOC, and implement the EOP.</li> <li>• Determine Incident Objectives and strategy.</li> <li>• Establish the immediate priorities.</li> <li>• Maintains a continuous assessment of each function of the IMT and the field operations units.</li> <li>• Approves all reports, plans, press releases, and other official correspondence or documentation produced during the incident.</li> <li>• Authorize release of information to the news media.</li> <li>• Order the demobilization of the incident when appropriate.</li> </ul>
<b>Public Information Officer</b>	1. Mayor Staff 2. As assigned	Incident Commander	Public information staff	<ul style="list-style-type: none"> <li>• Gathers information for release to the general public, news services, radio, and TV.</li> <li>• Determine from the Incident Commander if there are any limits on information release.</li> <li>• Develops and receives clearance for emergency instruction to the public and to arrange for the expedient release of public information.</li> <li>• Control rumors &amp; reassure the public.</li> <li>• Develop material for use in public and media briefings.</li> <li>• Obtain Incident Commander's approval of media and public releases.</li> <li>• Schedule &amp; conduct regular news conferences and public briefings/meetings.</li> <li>• Arrange for tours and other interviews or briefings that may be required.</li> <li>• Obtain media information that may be useful to incident planning.</li> <li>• Maintain current information summaries and/or displays on the incident.</li> <li>• Monitor media, social media, and other sources for incident information.</li> </ul>

## Section 5: Incident Management Team

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ICS Position	Order of Succession	Reports To:	Supervises	Responsibilities & Authorities
<b>Liaison Officer</b>	1. Mayor's Office Staff 2. As assigned	Incident Commander	Liaison staff	<ul style="list-style-type: none"> <li>• Provide a contact point for Agency Representatives.</li> <li>• Assist in establishing and coordinating interagency contacts.</li> <li>• Keep agencies supporting the incident aware of incident status.</li> <li>• Monitor incident operations to identify current or potential Inter-organizational problems.</li> <li>• Participate in planning meetings, providing current resource status, including limitations and capability of assisting agency resources.</li> </ul>
<b>Safety Officer</b>	1. Risk Management Dept.	Incident Commander	Safety Staff	<ul style="list-style-type: none"> <li>• Participate in planning meetings.</li> <li>• Identify hazardous situations associated with the incident.</li> <li>• Review the Incident Action Plan for safety implications.</li> <li>• Exercise emergency authority to stop and prevent unsafe acts.</li> <li>• Investigate accidents that have occurred within the incident area.</li> <li>• Assign assistants as needed.</li> <li>• Review and approve the medical and safety plans.</li> </ul>
<b>Legal Officer</b>	1. Borough Attorney	Incident Commander	Legal Staff	<ul style="list-style-type: none"> <li>• Monitor phases of operations to assure compliance with city ordinances and emergency declarations.</li> <li>• Provide legal advice and assistance as directed</li> </ul>
<b>Operations Section Chief</b>	1. Public Works Dept. 2. Capital Projects	Incident Commander	Operations Section Branches	<ul style="list-style-type: none"> <li>• Manages the filled and tactical operations from the local EOC.</li> <li>• Requests resources to support tactical operations.</li> <li>• Maintains a continuous assessment of the environment and effects, as well as the damage and injuries throughout general populace.</li> <li>• Coordinates with Planning Section.</li> <li>• Establishes parameters for safe movement of people and the coordination of essential and emergency activities in the community.</li> <li>• Provide guidance and direction to the private sector for shelter safety, exposure control, and countermeasure operations.</li> </ul>



## Section 5: Incident Management Team

ICS Position	Order of Succession	Reports To:	Supervises	Responsibilities & Authorities
<b>Operations Branch Directors</b>	These positions are more likely to be staffed in a Local IMT by local first responders and operations personnel	Operations Section Chief	Field personnel in branch and in divisions/groups within branch	<ul style="list-style-type: none"> <li>• Oversee branch operations.</li> <li>• Coordinate with Safety Officer on identifying and managing safety hazards and risks.</li> <li>• Make tactical assignments to field personnel to manage the response.</li> <li>• Assign specific work tasks to division/group supervisors.</li> <li>• Request resources as needed to support field operations.</li> <li>• Provide regular updates to Operations Section Chief and participate in Planning meetings as directed.</li> </ul>
<b>Planning Section Chief</b>	<ol style="list-style-type: none"> <li>1. Planning Dept. Head</li> <li>2. Planning Dept. Personnel</li> <li>3. By Appointment</li> </ol>	Incident Commander	All Planning Section Units, Staff, and Technical Specialists	<ul style="list-style-type: none"> <li>• Collects, manages, and disseminates information to support incident operations.</li> <li>• Provides information to: (1) understand the current situation; (2) predict probable course of incident events; (3) prepare alternative strategies.</li> <li>• Supervise preparation of the Incident Action Plan.</li> <li>• Establish information requirements and reporting schedules for Planning Section units (e.g., Resources, Situation Units).</li> <li>• Determine need for any specialized resources in support of the incident.</li> <li>• Establish special information collection activities as necessary, e.g., weather, environmental, toxics, etc.</li> <li>• Compile and display incident status information.</li> <li>• Oversee preparation of Incident demobilization plan.</li> </ul>

## Section 5: Incident Management Team

ICS Position	Order of Succession	Reports To:	Supervises	Responsibilities & Authorities
<b>Planning Section Staff (Documentation, Resources, Situation, Demobilization Units)</b>	<ol style="list-style-type: none"> <li>1. Planning Dept. Staff</li> <li>2. By Appointment</li> </ol>	Planning Section Chief	Staff	<ul style="list-style-type: none"> <li>• Set up work area; begin organization of incident files.</li> <li>• Establish duplication service; respond to requests.</li> <li>• File all official forms and reports.</li> <li>• Review records for accuracy and completeness; inform appropriate units of errors or omissions.</li> <li>• Provide incident documentation as requested.</li> <li>• Store files for post-incident use. Oversee check-in of resources.</li> <li>• Track resources.</li> <li>• Prepare, post, or disseminate resource and situation status information as required, including special requests.</li> <li>• Review incident resource records to determine the likely size and extent of demobilization effort.</li> <li>• Develop an incident demobilization plan detailing specific responsibilities and release priorities and procedures.</li> </ul>
<b>Planning Section Technical Staff</b>	Scientific or technical experts (public or private sector)	Planning Section Chief or Unit Leader	Technical support staff	<ul style="list-style-type: none"> <li>• Provide specialized information or analysis as directed.</li> </ul>
<b>Logistics Section Chief</b>	<ol style="list-style-type: none"> <li>1. Planning Dept. Director</li> <li>2. Planning Dept. Staff</li> <li>3. By Appointment</li> </ol>	Incident Commander	All Logistics Section Branches and Units	<ul style="list-style-type: none"> <li>• Manage all incident logistics.</li> <li>• Provide support needs for transportation, equipment maintenance, fueling, feeding, supplies, remote communications, medical services, and sleeping facilities.</li> <li>• May set up &amp; manage a base camp for IMT personnel.</li> <li>• Coordinate with Finance Section for procurement of supplies and services to support the incident.</li> <li>• Provide logistical input to the IC in preparing the Incident Action Plan.</li> <li>• Brief Branch Directors and Unit Leaders as needed.</li> <li>• Identify anticipated and known incident service and support requirements.</li> <li>• Request additional resources as needed.</li> </ul>

## Section 5: Incident Management Team

ICS Position	Order of Succession	Reports To:	Supervises	Responsibilities & Authorities
<b>Support Branch Director</b>	1. Planning Dept. Staff	Logistics Section Chief	Support Branch Units & staff	<ul style="list-style-type: none"> <li>Determine facilities activated in support of the incident.</li> <li>Determine ground support and transportation needs.</li> <li>Determine need for fuel delivery and vehicle support.</li> <li>Determine whether or not mutual aid and contract equipment are in use. Confirm method of inspection.</li> <li>Staff Branch appropriately.</li> </ul>
<b>EOC Manager</b>	1. KPB OEM	Logistics Section Chief Support Branch Director (if activated)	EOC staff	<ul style="list-style-type: none"> <li>Provides support necessary for EOC set up and management, including work space allocation, equipment acquisition, clerical assistance, office supplies, food, sleeping facilities, sanitation requirements, message delivery, and other duties as required.</li> </ul>
<b>Services Branch Director</b>	1. Planning Dept. Staff	Logistics Section Chief	Service Branch units & staff	<ul style="list-style-type: none"> <li>Determine number of personnel to be fed.</li> <li>Determine communications systems in use.</li> <li>Determine medical support needs of the incident.</li> <li>Assemble, brief, and assign work locations and preliminary work tasks to Branch personnel: Provide summary of emergency situation &amp; of the communications, food, and medical needs of the incident.</li> <li>Ensure that incident personnel receive adequate food and water.</li> <li>Coordinate with Operations to ensure adequate medical support to incident personnel.</li> </ul>
<b>Disaster Help Center Manager</b>	1. Voluntary Organization Representative	Logistics Section Chief Support Branch Director (if activated)	Shelter Staff	<ul style="list-style-type: none"> <li>Responsible for setting up and operating emergency shelters.</li> <li>Identify resource needs to support shelter operations and prepare resource requests.</li> <li>Coordinate with emergency medical and law enforcement personnel to identify incoming injured or displaced persons.</li> <li>Coordinate with Red Cross and other aid organizations.</li> <li>Provide essential shelter services.</li> </ul>

## Section 5: Incident Management Team

ICS Position	Order of Succession	Reports To:	Supervises	Responsibilities & Authorities
<b>Other Logistics Staff/ Functions (i.e. Food, Medical, Supply Units)</b>	Any available borough personnel as assigned	Logistics Section Chief	Staff	<ul style="list-style-type: none"> <li>• Provide resource support and supply.</li> <li>• Determine food and water requirements to support IMT, and arrange for catering or food supply.</li> <li>• Coordinate medical support needs with Operations personnel.</li> </ul>
<b>Finance Section Chief</b>	1. Finance Dept. 2. By appointment	Incident Commander	All Finance Section Staff	<ul style="list-style-type: none"> <li>• Manage all financial aspects of an incident.</li> <li>• Arrange for payment of contracted services and supplies.</li> <li>• Review resource request orders and approve or deny.</li> <li>• Review contracts for payment requirements.</li> <li>• Keep track of available city funds and notify IC when operation exceeds capacity of city's funding.</li> <li>• Prepare documentation for emergency disaster assistance.</li> <li>• Advise IMT of feasibility of acquiring requested support services, and financial consequences to overall operations.</li> <li>• Provide financial and cost analysis information as requested.</li> <li>• Ensure that all personnel time records are accurately completed and transmitted to home agencies, according to policy.</li> <li>• Provide financial input to demobilization planning.</li> <li>• Ensure that all obligation documents initiated at the incident are properly prepared and completed.</li> <li>• Brief agency administrative personnel on all incident-related financial issues needing attention or followup.</li> </ul>
<b>Finance Section Staff</b>	1. Finance staff 2. As assigned	Finance Section Chief	Staff	<ul style="list-style-type: none"> <li>• Provide support for the following functions: time tracking, procurement, compensation/claims, and cost accounting.</li> <li>• Maintain records.</li> <li>• Support Finance Section Chief as directed.</li> </ul>

## Section 5: Incident Management Team

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Training Recommendations for IMT Members ICS training course information and online courses for ICS-100 and ICS-200 are available at [www.nimsonline.com](http://www.nimsonline.com)

ICS Position	Recommended Training												
	EOP*	ICS 100	ICS 200	ICS 300	ICS 400	ICS 402	ICS 403	ICS 404	ICS 405	ICS 406	ICS 407	ICS 700	Other
Emergency Management Coordinator	X	X	X			X	X					X	
Incident Commander/ Deputy IC	X	X	X	X	X	X	X	X	X	X	X	X	X
Public Information Officer	X	X	X	X	X			X			X	X	
Liaison Officer	X	X	X	X	X	X	X						X
Safety Officer	X	X	X	X	X								X
Legal Officer	X	X	X	X	X								X
Operations Section Chief	X	X	X	X	X								X
Operations Branch Directors	X	X	X	X	X								
Planning Section Chief	X	X	X	X	X				X				X
Planning Section Unit Leaders & Technical Staff	X	X	X	X	X								
Logistics Section Chief	X	X	X	X	X					X			X

## Section 5: Incident Management Team

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ICS Position	Recommended Training												
	EOP*	ICS 100	ICS 200	ICS 300	ICS 400	ICS 402	ICS 403	ICS 404	ICS 405	ICS 406	ICS 407	ICS 700	Other
<b>Logistics Branch Directors &amp; Unit Leaders</b>	X	X	X	X	X								
<b>Shelters Manager</b>	X	X	X	X	X								Red Cross shelter training
<b>EOC Manager</b>	X	X	X	X	X								
<b>Finance Section Chief</b>	X	X	X	X	X					X		X	
<b>Finance Section Unit Leaders</b>	X	X	X	X	X								

## Section 5: Incident Management Team

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### **Incident Management Team Staffing**

Whenever possible, the duties and responsibilities assigned to an individual during an emergency response should be related to that person's day-to-day duties, responsibilities, and skills.

It is useful to pre-identify those individuals within the Borough government with a defined emergency response role.

It is recommended that emergency management roles be linked to a specific position within a community rather than to an individual.

The Incident Management Team (IMT) must be trained and experienced with the Incident Command System (ICS) in order to effectively implement this plan. The Incident Command System is adaptable to meet the needs of small to very large incidents as well as for multiple incidents. Factors that determine the complexity of an incident include:

- Size
- Location
- Duration of incident
- Jurisdictions involved
- Political sensitivity
- Organizational complexity
- Resources-at-risk
- Relevant agency policies

The exact moment when an incident shifts from one level of complexity to the next is often a matter of perception. The jurisdictional head or designated representative in charge must assess the complexity of an incident and assign qualified personnel as needed. In situations where multiple agencies and jurisdictions are involved, the determination of complexity and assignment of personnel should be agreed upon jointly.

### **Guidelines for IMT Shift Scheduling**

IMT staffing should be managed using a rotating shift schedule and standardized relief procedures to ensure the following:

- IMT members should receive sufficient rest.
- IMT staffing levels should remain consistent and appropriate to incident needs.

## Section 5: Incident Management Team

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- Adequate briefings should be held during shift changes so that no information is lost during IMT shift changes.

The following guidelines apply to shift scheduling:

- Establish shift length and rotation schedules early in the response.
- Develop a shift change schedule.
- Hold full team shift change briefing for all incoming and outgoing personnel to summarize incident status and priorities.
- Identify back-up personnel for all activated positions.
- Notify personnel in advance that they are scheduled for upcoming shifts.
- Limit shift length to 12 hours, if possible.
- Ensure that rotating shifts overlap (20 to 30 minutes should suffice) to facilitate in/out briefings.
- Encourage Incident Management Team members to take breaks and rest as needed.
- Assign a designated “break room”.

### **Span of Control**

“Span of Control” refers to how many organizational elements may be directly managed by another person.

- Maintaining adequate span of control throughout the ICS Organization is very important.
- The optimal span of control for incident management is one supervisor to five subordinates; however, effective incident management frequently necessitates ratios significantly different from this. The 1:5 ratio is a guideline, and incident personnel use their best judgement to determine the actual distribution of subordinates to supervisors for a given incident or EOC activation.
- There will be exceptions, for example in some applications of ICS; specially trained crews may utilize a larger span of control



## Section 6: Emergency Operations Center

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### **KPB EOC Setup Checklist**

The KPB OEM has primary responsibility for establishment of an EOC to support a borough emergency response.

- Coordinate with IC and Facilities Unit to determine the facility to be used for EOC (ERC, Mobile Command Center, or other).
- Determine personnel support needs and coordinate staffing with Logistics Section.
- Obtain necessary equipment and supplies. If using the Mobile Command Vehicle, check that supplies are available and equipment is functioning.
- Coordinate with Logistics to ensure that an adequate number of computers, phones, and radios are available for the Incident Management Team.
- Work with Logistics Section to make plans for feeding/housing EOC staff, if necessary.
- Ensure that maintenance and IT support staff are available to support EOC operations, particularly technology and communications functions.
- When the incident ends, oversee demobilization of EOC.
  - Restock any consumable supplies that have been used.
  - Identify action items for improving EOC setup and operations.

The Emergency Response Center (ERC) at 253 Wilson Lane, Soldotna is the designated EOC for the Kenai Peninsula Borough.

The Soldotna Public Safety Communication Center is co-located at the ERC.

## Section 6: Emergency Operations Center

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### **Emergency Operations Center (EOC)**

The EOC is a facility designated for managing disaster emergencies. The Incident Management Team uses the EOC as their center of operations to direct the overall disaster emergency response.

The EOC centralizes incident management and:

- Provides a central point where all information pertaining to the incident is received and analyzed, incident priorities are determined, strategies are developed and critical resources assigned to tactical operations
- Provides a central location for planning meetings, tactics meetings, shift briefings, media briefings, press conferences, public information releases, social media posting and other information dissemination methods.
- Facilitates efficient and effective communications between all stakeholders.
- Enhances coordination among agencies who assign agency representatives to be located at the EOC. This allows for greater communication between the IMT and represented agencies and departments.
- Sustains operations during extended periods of time by locating the incident management team in an EOC facility that minimizes disruptions.
- Provides continuity using round-the-clock staffing (if necessary) and a systematic means to brief members of the IMT during shift changes.

### **Overview of EOC Configuration**

The Emergency Response Center is in a permanent EOC configuration with assigned positions. If the EOC is located elsewhere, the size and configuration will be determined by several factors, including:

- Number of members of the Incident Management Team.
- Size, shape, and number of the room(s) available for the EOC (if EOC is located elsewhere other than the Emergency Response Center).
- Location of the communications systems equipment to be utilized.
- Lessons learned from previous incidents.

## Section 6: Emergency Operations Center

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The following general elements should be considered when designing the layout of an EOC:

- IMT functional sections (e.g., command, planning, logistics) should be positioned adjacent to displays that require their input and posted information that they manage.
- The Incident Commander should be located so that he/she can be easily informed at all times of the status of the incident.
- IMT members whose functional responsibilities cause them to interact frequently, or have a need to coordinate together should be co-located.

### Setting up the EOC

- In addition to the general considerations for configuration of the EOC that are described above, the
- EOC Needs
  - **Safety and Access:** The EOC must be accessible for 24-hour operations and safe (sufficiently far from the incident or, in the case of a seismic event, inspected for building safety prior to use).
  - **Office Space:** The EOC must have adequate space to support the activities of the IMT. To some extent, this is a function of the size of the IMT, the phase of the disaster emergency, and the jurisdictions and agencies involved. It is important to have adequate space to be able to co-locate functional areas (Plans, Logistics, etc.) and agencies that need to interact with each other, as well as provide for access to communication and display systems.
  - **Lighting:** The EOC must have adequate lighting for staff to carry out their duties. An auxiliary power source is mandatory for the EOC, either permanently hardwired for the facility or the ability to convert to an external power source in a minimum of time and disruption.
  - **Heating and/or Cooling:** Similar to adequate lighting with the same needs for auxiliary power and/or auxiliary sources of heat.
  - **Security:** The EOC must be secured against intrusion. Access to the EOC should be restricted to authorized personnel and staff.
  - **Communications Equipment:** It is vital that the EOC have

## Section 6: Emergency Operations Center

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adequate communications equipment and that it is accessible to all personnel.

- **Telephones:** Multiple handsets, incoming and outgoing lines, and switchboards are required to handle the information flow of an incident. A minimum of at least 12 phone lines should be provided.
- **Fax Machine:** For transmittal of hard copy information.
- **Computers and Internet:** Computer hardware with adequate data storage space, priority use, and IT support personnel for the management of incident information and data. Internet connection adequate for the number of personnel located in the facility.
- **Incident Radios:** Each section should have access to incident radios.
- **Amateur (Ham) Radios:** A suitable area should be provided for the amateur (ham) radio operators. Required power sources, antennas, etc. must be supplied.
- **Television Sets and Radios:** Adequate numbers of T.V.'s and radios should be provided for in the EOC to monitor press releases, news media and gather incident information.
- **Area Suitable for Briefings:** An area separate from the main EOC operations area where shift briefings, strategy meetings, news media briefings and other meetings can be held without adversely impact the EOC operations.
- **Food Service:** An adequate area for serving and/or preparing meals and/or foodstuffs for the EOC staff. The EOC staff must be fed, and if possible meals should be provided in the facility. If this is not feasible, some means to feed staff outside the EOC must be arranged. At the very least, hot and cold beverages and snack food should be available at the EOC.
- **Drinking Water:** An adequate supply of drinking water should be on site, especially a back-up supply (e.g., bottled water) for use by personnel in the EOC.
- **Toilets:** Adequate toilet facilities should be provided for the EOC staff. Consider portable facilities if building lifelines (water, sewer) are damaged or inoperable.
- **Office Supplies:** An adequate amount of office supplies and

## Section 6: Emergency Operations Center

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equipment such as tables and chairs to support the EOC staff need to be available. (See below.)

- **Limit Noise Level:** A relatively quiet work area is required for all functional areas to conduct business efficiently and effectively. All means should be taken to minimize noise disturbance in the EOC from equipment (e.g., generators, apparatus, machinery), media briefings, and congregations of people.
- **Avoid Crowding:** Only those individuals required to perform IMT duties should be allowed in the EOC.

## Section 6: Emergency Operations Center

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### **EOC Supplies Checklist**

#### **Infrastructure**

- Auxiliary power
- Lighting
- Office Space
- Physical needs
  - Coffee/water/drinks
  - Restrooms
  - Food/snacks
  - Parking

#### **General Office and Communications Equipment**

- Telephones
  - consider use of switching equipment & IT related gear
- High Speed internet, routers for wireless capability, Ethernet cables
- Copy machine
- Computers
- T.V's
- Radios
- Extension cords
- Multiple outlet strips
- Tables
- Chairs
- Projector with screen

#### **Office Supplies and Miscellaneous items**

- Dry erase boards
- Display boards
- Maps
- Pens- dry erase, permanent markers, writing pens
- Easels with large chart pads
- Heavy duty stapler's w/staples
- Misc office supplies including: paper clips, push pens, post-it notes, file folders, three hole punch, labels, copy paper, ICS forms, filing boxes, clipboards, Tape- masking, scotch, blue painters tape.

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### **EOC Facilities**

The primary EOC for KPB is the Emergency Response Center located at 253 Wilson Lane Soldotna, AK.

The KPB Soldotna Public Safety Communication Center is co-located at the ERC.

### **KPB Emergency Response Center (Primary EOC)**



## Section 6: Emergency Operations Center

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### **Mobile Command Center**

KPB OEM also maintains a Mobile Command Center with the capability to plug into any borough building and operate telephone and internet communications through the building's infrastructure.

The mobile command post has the following capabilities:

- Multi-line telephones\*
- Satellite telephones
- ALMR and Conventional Radio Consoles
- Basic Copying and Printing Capabilities

\* IP Phone capability requires hardwired connection to facility. Mobile Internet Services may be provided by commercial wireless carriers.

### **KPB Mobile Command Center**





## Section 7: Incident Communications

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### Introduction

Incident communications may be the single most important element of a response, yet it is a common problem area. Effective emergency communications among on-scene responders, Incident Management Team staff, communication points, and the public is vital to the protection of life and property as well as efficient and effective incident management.

The method used to accomplish efficient and effective multi-jurisdictional incident management is in the use of a common communications plan with agreed-upon communication modes and frequencies designated to various incident functions. This communications plan will tie together the tactical and support units of the various agencies and organizations and maintain communications discipline.

The EOC should include a designated communications center to serve as the central hub for all incident communications.

All incident communications should be limited to essential information.

### Communications Plan

The communications unit of the Incident Management Team (IMT), which works as part of the Logistics Section in the ICS, is responsible for all communications planning at the incident. This will include incident established radio networks, on-site telephone, public address, and off-incident telephone/microwave/radio systems.

An incident communications plan should be developed early in the response, to ensure that effective communications will occur among task forces, strike teams, unit leaders, and the Incident Commander/EOC. The Communications Unit Leader will develop the “comms” plan using ICS Form 205 and ICS Form 205A.

The incident communications plan should identify how each functional unit will communicate internally, and how communications will be coordinated among IMT functions and between field locations and the EOC. It is important to identify common communication channels, especially when dealing with multiple agencies or response organizations. A phone directory should also be developed, identifying the telephone numbers or extensions of all IMT members in the EOC or the field.

## Section 7: Incident Communications

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### IMT Communications

Within the IMT, there are a number of communications channels and forms that link various positions and functional units. These communications channels differ from the radio communications links discussed in the context of on-scene operations and field units. However, IMT communications are equally important to ensure good information flow.

Information and Resources Exchange			
Response Position	Activities Requiring Information Exchange	From Information Officer to Response Position	From Response Position to Information Officer
Incident Commander/Unified Command	<ul style="list-style-type: none"> <li>Initial incident brief</li> <li>Command Staff meeting</li> <li>News release authority (as needed)</li> <li>Approve Information strategy</li> </ul>	<ul style="list-style-type: none"> <li>Initial incident data</li> <li>Level of public interest</li> <li>Public information strategy</li> <li>Speaker preparation</li> <li>News releases, fact sheets, video, photos, and news clips.</li> <li>Interview, news brief, and town meetings schedules</li> <li>Media analysis</li> <li>Advise regarding information needs</li> </ul>	<ul style="list-style-type: none"> <li>Initial incident brief</li> <li>Appointment of PIO</li> <li>Command Message(s)</li> <li>News release authority</li> <li>Approval for additional staffing</li> <li>Call Center activation</li> </ul>
Planning Section Chief	<ul style="list-style-type: none"> <li>Planning meeting</li> <li>Information exchange</li> </ul>	<ul style="list-style-type: none"> <li>Interview, news brief, and town meeting schedule</li> <li>News releases, fact sheets, video, photos and news clips</li> </ul>	<ul style="list-style-type: none"> <li>Incident situation status data (continuous)</li> <li>Daily meeting schedule</li> <li>Copy of Incident Action Plan</li> <li>Relay any information needs during planning meeting</li> </ul>

## Section 7: Incident Communications

Information and Resources Exchange			
Response Position	Activities Requiring Information Exchange	From Information Officer to Response Position	From Response Position to Information Officer
Operations Section Chief	<p>Operations briefing (continuous)</p> <p>Photos and videos from the field</p>	<p>News release details and information, fact sheets, video, photos and news clips, interviews</p> <p>Names of people needing transportation to site</p> <p>Share intelligence, rumors, and general information from Call Center or other sources</p>	<p>Incident situation data</p> <p>Air/vessel/ground transportation for visitors to site</p> <p>Approval for Information team to escort media to the field as needed</p>
Safety Officer	<p>Initial incident brief</p> <p>Command staff meeting</p> <p>Operations briefing</p> <p>JIC personnel, media, and distinguished visitors needing access to site</p>	<p>News releases, fact sheets, video, photos and news clips</p> <p>Roster of on-site visitors escorted by JIC/PIO</p> <p>Escorts for any approved visitors to site</p>	<p>Briefing on safety issues</p> <p>Personal protective equipment provided for any visitors to site</p>
Liaison Officer	<p>Command staff briefing</p> <p>Operations briefing</p> <p>Planning meeting</p>	<p>News releases, fact sheets, video, photos and news clips</p> <p>Escorts for visitors</p> <p>Names of agencies, organizations, and stakeholders for inclusion in response</p>	<p>Names and numbers of additional agencies, organizations, and stakeholders to be added to JIC/PIO list</p> <p>Provide input on press releases as appropriate</p>

## Section 7: Incident Communications

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Information and Resources Exchange			
Response Position	Activities Requiring Information Exchange	From Information Officer to Response Position	From Response Position to Information Officer
Logistics Section Chief	Operations briefing Status updates on resource requests	News releases, fact sheets, video, photos and news clips	JIC/PIO materials Specialized clothing Space for at least 12 people to work Contract assistance to track and record publicity Procurement of technology and A/V support Procure additional staff as needed
Finance Section Chief	Operations briefing Setting up account codes	News releases, fact sheets, video, photos and news clips	Travel order numbers and accounting data
Response Personnel	Initial briefing Operations briefing	Speaker preparation News releases, fact sheets, video, photos and news clips	Spokespeople at news conferences, town meetings, and individual interviews with media

## Section 7: Incident Communications

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### Radio Communications

Radio networks (NETS) for large incidents will normally be organized as follows:

<b>NET</b>	<b>Description</b>
Command	Links IC, key staff members, section chiefs, division and group supervisors
Tactical	May be several, established around agencies, departments, geographical areas, or specific functions
Support	Handles status changing for resources as well as support requests and other non-tactical or command functions
Local	Channels used by local department or agencies such as Fire departments or Division of Forestry.
Ground-to-air	May be designated for communications w/ aircraft; regular tactical nets may also be used
Air-to-air	Normally pre-designated and assigned for use at the incident

The Incident Communications Plan is used to assign radio frequencies to one or more of these NETS, based on the type of incident and the communications assets and frequencies available.

Local Emergency Operations Plans contain lists of assigned frequencies for Borough cities and service areas. The Borough will integrate with local EOPs using the Alaska Land Mobile Radio Communications (ALMR) system or other conventional type radios.

### Alaska Land Mobile Radio (ALMR)

During a large incident or one where multiple jurisdictions are involved, the Alaska Land Mobile Radio (ALMR) system may be utilized to support incident communications. ALMR is a two-way radio system in use today by first responders and public safety officials in Alaska, and it provides for **interoperability** among local, borough, state and federal responders during a local or large-scale emergency.

The Tactical Interoperable Communications Plan (TICP) for the E zone provides additional detail on the ALMR system and its procedures for use, and is hereby incorporated by reference.

## Section 7: Incident Communications

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### **Public Information**

During a regional emergency that involves the activation of the Incident Management Team, the Incident Commander will appoint a Public Information Officer (PIO) to coordinate the dissemination of information about the incident. The Public Information Officer is responsible for the formulation and release of information about the incident to the public, the news media and other appropriate agencies and organizations.

### **Public Information Flow**

The following flow of incident information should be observed whenever possible.

- Information received from the field should be communicated through the chain of command.
- Information should be shared with appropriate staff within the IMT. As a member of the Command staff, the PIO should be included in these discussions.
- The Public Information Officer will utilize press releases, social media posts, and other methods consistent with the Information strategy approved by the Incident Commander to disseminate information to the media and public.

### **Media Guidelines**

Consider the following guidelines before releasing information to the media.

- Provide accurate and consistent information. Release only those facts which can be confirmed. If little information is available, indicate this fact and schedule future briefings as additional information becomes available.
- Release only approved, specific and verified information, such as:
  - Nature and extent of emergency occurrence.
  - Impacted or potentially affected areas of the community.
  - Advice on emergency safety procedures (as applies).
  - Mitigation activities being conducted by responders.
  - Procedures for reporting emergency conditions to the EOC.
  - Actions which members of the public should take to stay safe.
- Control rumors. Correct any inaccurate information published by the media.
- Do not release information that might hinder emergency response, prejudice the outcome of an investigation, or pose a further threat to

## Section 7: Incident Communications

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public safety.

- Do not allow media access to the EOC except under limited, controlled circumstances, and only with the prior approval of the Incident Commander.
- Document all public information briefings, releases, interviews, and warnings.
- Use existing websites and social media accounts, such as the KPB OEM website, Facebook, Twitter, and the OEM “virtual JIC” blog to disseminate public and media information.

### **Media Briefing Facilities**

In the event of a major, protracted incident, it may be more convenient and efficient for media briefings to take place at a location other than the EOC. Examples of alternative briefing sites may include conference room or banquet facilities in a local hotel, the Assembly Chambers, or other suitable space. Hosting media briefings outside of the EOC allows the Incident Management Team to fully function without additional distractions.

If possible, the public information staff may assist the media in such logistical support as finding hotel rooms, providing coffee and refreshments for early morning briefings, arranging for additional phones, etc.

Local Emergency Operations Plans should identify Media Briefing Facilities in KPB cities. KPB media briefings are typically held in the Assembly Chambers.

### **Joint Information Centers**

In a large incident involving multiple agencies, departments, cities, or other stakeholders, a Joint Information Center (JIC) may be organized. A JIC is a central clearinghouse designed to allow Public Information Officers from involved response and recovery agencies and stakeholders to coordinate information released to the media and the public.

The Borough maintains a Virtual Joint Information Center (VJIC) at [www.kpboem.com](http://www.kpboem.com). Agencies, departments, and other stakeholders from the Kenai Peninsula have the ability to post information and resources that are pertinent to the current emergency. As such, the VJIC functions as a one-stop location whereby residents and interested parties can find all crisis related information.

Once a JIC is established, all media releases will come from the Joint Information Center. Daily briefings will be conducted, information provided to

## Section 7: Incident Communications

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local and regional governments, and public information posted on the website, and social media accounts. The PIO will monitor media messages and public rumors to help in crafting effective and appropriate public information releases. As necessary and depending on the incident, Field PIO's may be assigned to Disaster Help Centers or to gather intelligence, photos, or videos from the disaster area.

### **Media Access to the Scene**

In cooperation with on-scene personnel and approval from the Incident Commander or Operations Chief, media representatives may be allowed access to the scene only when escorted. This should be done only after considering the safety of media personnel, the impact on response, and the wishes and concerns of the victims. Media representatives who are allowed access to the scene must be accompanied by a member of the Public Information staff at all times.

If it is not safe or practical to admit all media representatives to the scene, a media "pool" may be created, where media representatives select one camera crew to take footage for all. If controlled access is deemed to be unsafe or not practical, other photo or video opportunities should be arranged if at all possible.

Response personnel, as well as victims and family members should be protected from the media as much as possible. Media should only be allowed in designated areas. The media may be allowed access to response personnel at the discretion of the Public Information Officer, the Operations Section Chief, and the Incident Commander, only if such an interview does not interfere with the response effort. City, borough and agency personnel should not comment on the incident without the knowledge and consent of the personnel listed above.

### **Field PIO's and Call Center Activation**

As part of the Information strategy, the Lead Public Information Officer may add additional PIO's as necessary to accomplish the Information objectives. During an emergency, the Soldotna Public Safety Communications Center (911 dispatch) may be overwhelmed with non-emergency calls. A Borough Call Center may be established that provides the public with a designated phone number where they are able to obtain information about the current crisis. The Call Center serves as the place where the public can ask questions and receive information as well as to report non-emergency concerns or rumors from the field. The Call Center can then relay the rumors or concerns to the Incident Management Team who can determine the validity of the report.



## Section 7: Incident Communications

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Members of the community, agency staff, temporary employees, and other Borough personnel may be utilized to staff public information lines in a call center format. The call center will be activated with approval from the Incident Commander and staffed as the situation dictates. At a minimum, the call center should be staffed during business hours, but consider 16 or 24 hour staffing seven days a week dependent on call volume and information needs.

The KPB has established a standby telephone number for public information and has a protocol and training program in place for the rapid establishment of a call center. The overriding goal of the call center should be to deflect calls from the 911 emergency lines and dispatch center administrative lines whenever possible to avoid disruption to daily public safety activities. This protocol should be considered whenever incident-specific calls to these lines begin to hamper or disrupt general emergency call taking and dispatching.

Requests for non-emergency assistance received by the public information staff should be routed to the appropriate IMT staff.

Borough or agency staff not directly involved in the emergency response, including 911 dispatch staff, must receive updated and accurate information about the incident. This information should include the phone numbers for public information/rumor control lines in case the public attempts to contact city or borough agencies/departments directly seeking information on the incident.

## Section 8: Resource Management

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### **KPB Resource Ordering Process**

- Operations, Planning, and Logistics personnel identify resource needs and fill out ICS-213RR (Resource Request form) or ICS-213 (General Message form).
- Staff requesting resources should request the capability needed of that individual item and provide as much information as possible for logistics to complete the order, including possible substitute or alternate items, suggested suppliers or resource, timeframe, delivery point, and any other relevant information.
- Resources taken from OEM inventory still require a written request form (213 or 213rr) to ensure restocking of inventory.
- Section Chief reviews resource request and approves.
- Resource request is routed to Logistics Section to identify potential sources.
  - KPB Departments may have existing contracts that can be utilized during emergency situations.
  - Cities may have equipment and/or resource list.
- Once logistics has identified a vendor, cost, and availability the standard procurement process is initiated. If not utilizing existing contracts, a contract must be produced and routed through the approval process, including being signed by the Incident Commander or designee.
- the Finance Section will process the contract and generate a purchase order or otherwise encumber funds as appropriate.
  - Emergency procurement procedures may be in effect depending on the circumstances of the disaster.
  - The Borough budget includes an annual amount of \$50,000 available for emergency response contingency. Additional funds require emergency appropriation through the Assembly. KPB purchasing and risk management rules apply in all cases.
  - Finance should be asked to assign a project code for any disaster response immediately to ensure tracking of costs. In all cases, KPB Procurement and Contracting Officer and Risk Manager should be involved in any emergency procurement process as soon as possible.

## Section 8: Resource Management

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### **Emergency Resource Allocation and Management**

- Each household within the Borough is encouraged to develop family disaster and emergency communication plans and to maintain the essential supplies to be self-sufficient for seven to fourteen days.
- During an emergency, resources will be inventoried, prioritized and used in the most efficient manner possible, and will be applied to functions and areas of greatest need.
- Borough agencies are expected to be able to sustain themselves during the first 72 hours of an emergency.
- Normal procurement procedures may be suspended or modified during an emergency, although existing agreements and procedures should be used whenever feasible. The KPB Purchasing and Contracting Officer should be involved as soon as possible and all costs traced based on project code assigned by Finance.
- The EOC may request additional resources from the Alaska Division of Homeland Security and Emergency Management if the available municipal resources have been or are expected to be exceeded.
- The Incident Commander in coordination and with authorization of the Mayor, may invoke temporary controls on local resources and establish priorities during an emergency. These may include fuel, food, shelter and other resources necessary for human needs. If this situation occurs, the Borough will endeavor to cooperate with the private sector and with the State in encouraging voluntary controls and to enforce mandatory controls when necessary.
- During an emergency, the mayor may suspend borough functions that do not contribute directly to response actions.
- Acquisitions and purchases dedicated to saving life or property during an emergency will be given priority.
- During some periods of an emergency, department heads or their designated alternate may be required to remain in the EOC and direct their agencies from that facility.
- When circumstances dictate, emergency response field personnel may be given purchasing authority after coordination with the purchasing and contracting officer and Finance. Payment for such needs is the responsibility of the requesting agency.
- Early and accurate documentation of costs and damage estimates are essential to the application for potential reimbursement from state or federal disaster assistance. All Borough agencies will identify personnel to be responsible for documentation of disaster costs and will use

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existing administrative methods to keep accurate records separating disaster operational expenditures from regular expenditures.

- At the close of an incident, all loaned equipment will be returned to its owners.
- All state assistance is coordinated through the Alaska Division of Homeland Security and Emergency Management (DHS&EM). All federal assistance is coordinated with the US Department of Homeland Security through the Alaska DHS&EM.

### **Resource Allocation Priorities**

Under emergency conditions, members of the KPB Incident Management Team should allocate resources according to the following priorities, always taking into consideration the specific incident needs and resource constraints:

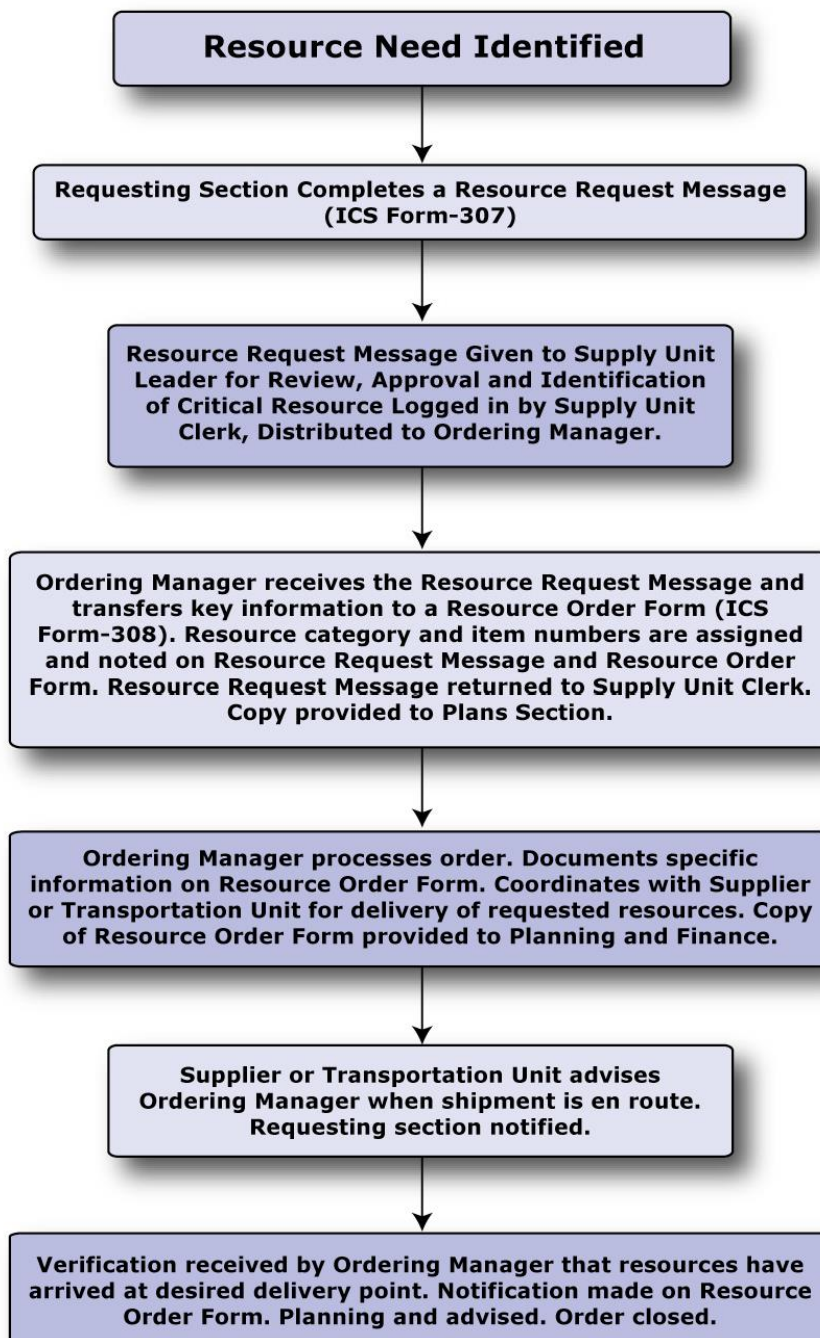
- Protection of life
  - Responders
  - At risk populations
  - Public at large
- Incident stabilization
- Protection of mobile response resources
- Isolation of the impacted area
- Containment (if possible) of the incident
- Property conservation
- Protection of public facilities essential to life safety or emergency response
- Protection of the environment where degradation will adversely impact public safety
- Protection of private property

## Section 8: Resource Management

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### Typical ICS Resource Ordering Process

The following flow chart summarizes the ICS resource ordering process. Since not all Logistics Section positions described in the flow chart may be activated in the KPB IMT, some or all of those functions may be allocated to Section Chiefs or Unit Leaders.



## Section 8: Resource Management

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### **Whole Community**

Whole Community is a framework to bring people, organizations, and resources together to help those in need during a disaster or emergency.

Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.

Whole Community brings together:

- Nonprofit Sector
- Private Sector
- Public Sector
- Government

Whole Community Principles:

- Understand and meet the actual needs of the whole community
- Engage and empower all parts of the community
- Strengthen what works well in communities on a daily basis

Whole Community participating organizations and their resources will be maintained by OEM.

### **Volunteer Management**

During a major disaster emergency, large numbers of volunteers often converge at the scene or the EOC, eager to assist with the response. It is important to effectively incorporate these volunteers into response efforts without allowing them to interfere with the activities of emergency response personnel.

In most cases, volunteers will be referred to volunteer agencies that will be directly responsible for placing most volunteers in the field. Agencies like the American Red Cross and others will only use volunteers who have had that agency's specific training and are approved for use by that agency. This can create difficulties with the convergence of non-agency trained volunteers and their use in disaster operations in regard to insurance/liability/workman's compensation issues.

At this time, there is no city, borough, or state-provided umbrella for insurance/liability/workman's compensation coverage to use volunteers in a disaster emergency with the exception of the KPB CERT program. Effective

## Section 8: Resource Management

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screening, training, and supervision will help to limit liability when assigning volunteers.

### **Volunteer Organizations**

#### **KPB Community Emergency Response Teams (CERT).**

CERT is a partnership between first responders and the communities they serve. CERT training prepares people to take care of themselves and others in a disaster situation. CERT volunteers can help with a variety of community safety activities including education, First Aid stations at events, and missing persons searches. Volunteers can also be used during an emergency response for duties such as call center staff, evacuation notification teams, disaster help center staffing. The initial CERT training covers the following:

- disaster preparedness
- fire suppression
- basic triage and emergency life-saving techniques
- light search and rescue
- team organization
- disaster psychology
- a disaster simulation drill

CERT members are volunteers that can be used in a disaster emergency with the approval of the Incident Commander. The use of these CERT volunteers is detailed in the KPB CERT Standard Operating Procedures document, herein incorporated by reference. Active CERT volunteers possess standardized training in the above skills along with basic ICS knowledge. CERT volunteers renew their active status every three years.

#### **Alaska Voluntary Organizations Active in Disaster (AKVOAD)**

The AKVOAD organization is a forum that brings together agencies and organizations active in disaster response and management to facilitate cooperation and pre- planning. AKVOAD will coordinate services offered by voluntary agencies that respond to disasters in order to identify and facilitate response to unmet needs for individuals affected by a disaster or emergency.

AKVOAD operates under an Emergency Operations Plan that outlines the planning assumptions and concept of operations. AKVOAD is activated by the State through the Division of Homeland Security and Emergency Management (ADHS&EM). AKVOAD may set up their own *ad hoc* emergency operations center, or may function as part of the State Emergency Operation Center

## Section 8: Resource Management

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(SEOC) if one is established.

KPB could request assistance from the AKVOAD through ADHS&EM.

### **Alaska Amateur Radio Emergency Services**

Amateur Radio Emergency Services (ARES) organizations exist throughout the state and may be able to provide equipment and resources to enhance emergency communications capabilities between the EOC, congregate care facilities, incident sites, command posts, hospitals, and other critical locations. ARES may provide communication support to volunteer agencies as needed and may assist with warning and emergency information dissemination as directed by the Incident Commander.

The KPB has agreements with some radio clubs on the Kenai Peninsula. The KPB can also request assistance from Amateur Radio Emergency Services through ADHS&EM.

### **American Red Cross of Alaska**

The American Red Cross may provide sheltering operations and the services associated therein. The Red Cross also provides other disaster support services, such as a disaster welfare inquiry system to document the location and welfare of victims and displaced persons.

The Red Cross may assist with providing food services at congregate care facilities, the incident site, or other sites as able. The Red Cross can also provide basic first aid assistance at non-critical medical mass care sites or congregate care facilities. The Red Cross may also operate mobile assistance units, and may assign their own public information officials to help disseminate information.

The Red Cross can assist with referral of disaster victims to appropriate community resources or local, state, or federal agencies for additional assistance. During an aviation disaster, the Red Cross can activate its Air Incident Response Team to perform mental health and volunteer coordination functions.



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### **Civil Air Patrol**

Pilots and aircraft from the Civil Air Patrol (CAP) may be available to assist KPB with aerial damage assessment or with transport of victims, equipment, or supplies. Activation of the CAP must follow a protocol that involves mission approval at both the state and national levels, with specific routing and paperwork required. This resource is ordered by contacting the SEOC.

### **Salvation Army**

The Salvation Army usually coordinates with the American Red Cross to provide food services to disaster victims at congregate care facilities and evacuation centers and to emergency responders at the incident site and other locations as able. The Salvation Army may coordinate with the EOC Mental Health Unit to deliver mental health services and pastoral care services to disaster victims and emergency responders as able.

The Salvation Army can facilitate acquisition and distribution of donated personal items to meet the needs of individuals affected by the disaster and coordinate with the EOC to provide public information regarding donation collection points and recommended donations.

### **Donations Management**

In general, the KPB should not accept donations directly. The KPB IMT may activate a VOAD coordinator that will provide support and assist with directing donations to the appropriate organization in order for donations to be distributed to the affected communities.

## Section 9: Sheltering and Feeding

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### **Kenai Peninsula Borough Disaster Help Centers**

The Kenai Peninsula Borough Office of Emergency Management (OEM) has the primary responsibility to provide mass care services for local citizens in the event of a disaster emergency. Mass care operations will be performed in Borough Disaster Help Centers (DHC), and other locations as determined based upon the incident. A Disaster Help Center is a Borough operated facility designed to provide services and resources to meet the needs of the community during an emergency.

A DHC will operate at a facility as determined by the Borough Incident Management Team, with additional DHC's added as determined based upon need and availability of resources. A DHC location may be located at Borough owned facilities or locations operated by various organizations or businesses within the community. No two disasters are the same and the resources each community needs are varied and unique. OEM and the Borough IMT will implement only those sections of the DHC that are necessary for the current emergency (Assistance, Feeding, Information, and daytime or nighttime accommodations).

The requirements for mass care services vary depending upon the nature and length of the disaster emergency. Local officials must be ready to provide different types of support in response to the unique nature of the situation. Planning must not only anticipate the need for citizens to shelter in their home or business, but must also plan to shelter individuals who have been displaced by the disaster emergency.

Disaster Help Centers will be under the direction of DHC Managers who report to the Facilities Mass Care Branch Director under the Operations Section of the Incident Management Team. DHC Managers provide coordination for all Incident Command System functional units operating within the DHC. Functional Units assigned to shelters will be determined by the Incident Management Team general staff. Refer to the Mass Care Annex to this Emergency Operations Plan for detailed information and checklists.

### **Disaster Help Centers**

The Kenai Peninsula Borough maintains primary responsibility for operating shelters in local facilities. The borough will work with community agencies and organizations to create an efficient DHC. As determined by the Incident Commander, the DHC may provide: Food, Information, Assistance, and Daytime or overnight accommodations as necessary.

## Section 9: Sheltering and Feeding

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The Kenai Peninsula Borough OEM maintains primary responsibility for coordinating assistance from businesses, faith-based community, and community organizations such as the American Red Cross, Love Inc, the Kenai Peninsula Food Bank, Salvation Army, and many others. The OEM or IMT team will determine the best facility to utilize depending on location and needs of the incident. As a component of the Borough's Incident Management Team, a Voluntary Organizations Active in Disaster (VOAD) Coordinator may be used to coordinate the many organizations, businesses, faith-based community, and volunteers who will provide assistance to the community during a crisis.

During an incident where sheltering needs are significant, the Office of Emergency Management, the Incident Management Team, and the VOAD Coordinator may allow organizations to operate a shelter under its own authority as a non-governmental "sheltering organization."

For Disaster Help Centers, data will be gathered, analyzed, and confirmed, then shared on a timely basis with the EOC. Besides sheltering and feeding, the VOAD Coordinator may direct community organizations and the faith-based community to perform a variety of other valuable services including additional support for disaster victims, providing supplies and services to disaster workers, coordination of other volunteer organizations, and assistance to local governments in damage assessment.

It is important to note that facilities in addition to public schools and Borough facilities have been identified for use. Other facilities that should be considered as potential shelters include churches, community centers, senior centers, federal, state, and city buildings, etc. Several of these alternate facilities are identified in local Emergency Operations Plans (EOPs), with information including location, contact person and telephone numbers, kitchen facilities, emergency power and heat, and number of people that can be fed and housed.

### **Disaster Help Center Plan**

This plan summarizes the major actions necessary to establish and operate Disaster Help Center(s). Depending on the incident, multiple facilities may be opened, or a single shelter may be designated.

- **Local community or affected areas can contact the KPB OEM Incident Management Team to request a Disaster Help Center(s) be established based upon needs.**
  - The VOAD Coordinator and the Incident Management Team will contact individuals, Community Emergency Response Team (CERT) members, community organizations, and additional trained and

## Section 9: Sheltering and Feeding

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qualified volunteers to activate Disaster Help Center operations.

- **Determine the number and location of Disaster Help Center (DHC) that should be opened.**

Each Disaster Help Center facility may have different resources, and the type, location and severity of the incident will affect the number and location of shelter(s). No building should be used as a shelter if it has suffered structural damage. City EOPs and local emergency service agencies will also have information about the capabilities and limitations of various shelter facilities. **Before designating a Disaster Help Center facility, ensure that the structure has been inspected and designated as safe by qualified engineers or building inspectors.**

- **Assign DHC staffing, including a DHC Manager(s).**

It is the intent of the Kenai Peninsula Borough Office of Emergency Management to train organizations and individuals on how to effectively operate a DHC during an emergency. It is understood that during a large scale emergency, staff from the Borough, cities, and school district may be asked to operate Disaster Help Centers.

**A Disaster Help Center Manager must be on duty 24-hours a day. One or more Assistant Managers can help provide coverage.**

- **Disaster Help Center supplies**

There are shelter kits located in various locations across the Peninsula. Agencies such as the Red Cross may also possess portable kits which can be used. The shelter kit contains the following items necessary to establish a shelter. If a kit is not available, shelter supplies may be obtained from the Borough OEM, State, Red Cross or other sources. Typical shelter supplies include

- Disaster Help Center guide that outlines procedures and protocols to operate the DHC.
- Laminated signs (to designate the location as a Disaster Help Center).
- Bathroom supplies (paper towels, toilet paper, tissues, etc.).
- Office Supplies (clipboards, index cards, legal pads, pencils, staples, markers, name badges, etc.).
- Flashlights.

## Section 9: Sheltering and Feeding

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- All-purpose cleaner.
- Red Cross shelter books & registration forms.
- Whistle, orange tape, and other misc. items.

### □ **Arrange for other supplies**

- Blankets
- Cots
- Chairs
- Drinking cups/dishes
- Hot plates
- Trash cans
- Loudspeakers
- Tables
- Soap
- Towels
- Toilet paper
- Sanitary napkins and tampons
- Disposable diaper

Prohibit weapons, alcohol and non-medicinal drugs, animals, and donations of money or clothing.

### □ **Allocate space**

The DHC Manager allocates space for the following purposes:

- Reception and registration of shelter occupants
- Family assistance
- DHC Manager's office
- Medical first-aid
- Sleeping accommodations with families together if possible
- Food service and feeding area
- Storage of food and supplies
- Restrooms and bathing facilities
- Storage area for occupants' possessions
- Nursery
- Child care
- Recreation area
- Family Service interviewing area

## Section 9: Sheltering and Feeding

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### □ **Establish DHC services**

A Disaster Help Center will need open lines of communication with the EOC for planning and implementing the response.

In addition, shelters will need to be equipped to provide services for occupants. Typical DHC services include:

- Food
- Assistance & counseling
- Medical first-aid
- SNS distribution (if applicable)
- Sleeping
- Child care
- Recreation & maintenance
- Reception & registration
- Public information

## Section 9: Sheltering and Feeding

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### **Disaster Help Center Management**

The DHC Manager will directly supervise all operations, volunteers, facility maintenance, and security services at the shelter. Several of the functional unit activities performed at the Emergency Operations Center (EOC) may also be performed at the shelter(s) under the supervision of the unit leaders at the EOC. The DHC Manager will provide non-technical coordination for all units operating within the shelter in order to ensure orderly and efficient operations of the shelter and efficient use of all resources and personnel.

### **DHC Organization within the Kenai Peninsula Borough Incident Management Team**

The following organization shows where the DHC Manager would be located in a fully-developed ICS organization. For the KPB IMT, due to limited numbers of personnel to staff the response, the Logistics Section may be collapsed so that the unit and/or branch functions are combined or absorbed by other positions. In some cases, the DHC Manager may report directly to the Support Branch Director and/or to the Logistics Section Chief.

## Section 9: Sheltering and Feeding

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### DHC Management Assignments and Responsibilities

The following table summarizes how DHC management responsibilities may be assigned to staff, volunteers, and other agencies, departments, and organizations.

<b>Role</b>	<b>Typical Assignment (Borough or Local Personnel)</b>	<b>Duties and Responsibilities</b>
<b>DHC Manager:</b>	Borough trained volunteers VOAD Coordinator	Establish shelter Manage shelter operations Coordinate with volunteer relief agencies Duties as assigned
<b>Assistant DHC Manager:</b>	Borough trained volunteers. CERT Volunteers	Assist DHC manager Fill in for DHC manager as needed Provide alternate for 24-hr staffing duties as assigned
<b>Medical First-aid:</b>	CERT members Trained volunteers	First aid  Only basic first-aid will be performed at the DHC. For all other medical issues, call 911
<b>Administration:</b>	Borough Incident Management Team VOAD Coordinator Volunteers	Documentation Duties as assigned
<b>Food Staff:</b>	Borough trained volunteers KPBSD Food service staff	Prepare and serve meals Duties as assigned, such as cleaning up
<b>Social services:</b>	American Red Cross Alaska DHSS Mental Health Professionals	Assist shelter residents in accessing social and family services Liaison to other social service agencies/organizations Duties as assigned



## Section 9: Sheltering and Feeding

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### **Additional Shelter Considerations**

<b>Role</b>	<b>Typical Assignment (Borough or Local Personnel)</b>	<b>Duties and Responsibilities</b>
<b>Liaison/ Public Information officer:</b>	KPB Incident Management Team  Assigned Lead PIO (additional PIO's as needed)	Disseminate information to the public and media  Work hand in hand with Incident PIO & with other agencies
<b>Maintenance and sanitation:</b>	KPBSD Maintenance staff  Borough volunteers  American Red Cross Volunteers	Maintain and clean facilities  duties as assigned
<b>Pet sheltering:</b>	Local animal control officer, humane society, or veterinarians  Borough trained volunteers	Set up and manage shelters for domestic pets and service animals.

## Section 9: Sheltering and Feeding

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### **Congregate Care for SNS Distribution**

In emergencies where dispensation of the Strategic National Stockpile (SNS) is necessary, local mass care shelters may become dispensation locations. In such cases, the Alaska Department of Health and Social Services Division of Public Health will lead and direct the process of SNS distribution, in coordination with the Borough OEM and Incident Management Team.

### **Fallout Shelters**

Some facilities in KPB cities or service areas have been identified as fallout centers. No agreements exist with the listed facilities to allow use during a radiological event, and there are no city or borough personnel trained in fallout shelter management.

### **Pet Shelters**

Household pets create substantial problems in evacuation areas and shelters during an emergency. The Pets Evacuation and Standards Act of 2006 requires that local governments plan for the sheltering and care of household pets and service animals during emergencies where shelters are established.

The Pet Sheltering Annex to this Emergency Operations Plan contains detailed information and checklists for establishing a pet shelter. Considerations in establishing pet shelters include:

- Animal Shelter personnel in many communities have received Humane Society training regarding the mass sheltering of household pets, and may be able to establish pet shelters if needed. Local veterinary clinics and “foster homes” may supplement the Animal Shelter as needed, or provide potential locations for sheltering exotic pets and livestock.
- 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 separated from human shelters.
- Pet shelters must include many of the administrative functions required for human shelters – record keeping, etc.

## Section 9: Sheltering and Feeding

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### **Emergency Response Personnel**

Arrangements for the feeding and sheltering of Incident Management Team (IMT) personnel are the responsibility of the Logistics Section of the IMT staff. If practical, response personnel will be released to their homes or stations to sleep. If returning home is not practical, space may be arranged in a shelter. It is important that IMT and response personnel have separate sleeping and eating facilities within a shelter. Whenever possible, IMT personnel accommodations should be separated from the general population in a shelter, in order to preserve morale among IMT personnel and ensure that they are able to get sufficient rest during off hours.

The IMT may establish purchase agreements with local restaurants; these may be used to provide for lunches and dinners for response and IMT personnel. Agencies such as The Kenai Peninsula Food Bank, the American Red Cross and the Salvation Army may feed disaster workers as part of their operations, as well as providing coffee and snacks to on-scene personnel. Efforts to feed and shelter response and IMT personnel should be coordinated with local agencies and organizations as much as possible.

### **Special Needs Populations**

The KPB does not maintain a list of special populations throughout the borough. However, KPB Incident Management Team would coordinate with local agencies, organizations, and transportation companies to ensure that provisions are made to transport and shelter special populations within KPB Disaster Help Center facilities.

KPB currently works with agencies that have direct responsibility for homebound populations and encourages those agencies to incorporate sheltering in place and accountability into their internal emergency plans and procedures.

The following table summarizes the types of special populations resident in Kenai Peninsula Borough cities and service areas.

## Section 9: Sheltering and Feeding

Special Population	Specific Facilities or Characteristics	Considerations
Correctional facilities	Spring Creek Correction Center (Seward)  Wildwood Correction Center (Kenai)  Wildwood Pre-Trial Facility (Kenai)	Department of Corrections may require IMT assistance for shelter or evacuation  Department of Corrections may be a resource for mass care feeding and labor
Youth facilities	Kenai Peninsula Youth Facility	Division of Juvenile Justice may require IMT assistance for shelter or evacuation
Home care patients	Unknown number throughout the Borough  May include patients on ventilators or other life support systems	Work with local home health care providers and hospital to locate these patients
Alternative housing residents	A growing number of group homes and other facilities, many of which do not want their location and numbers known	May present added challenges for evacuation and sheltering
Seasonal camps (primarily summer), campgrounds, parks	Many throughout Borough	Would add to sheltering needs above year-round population levels
Senior housing residents	Located throughout the Borough, mostly near population centers	May require additional assistance for evacuation and sheltering
Patients of medical facilities	3 hospitals (Central Peninsula Hospital, South Peninsula Hospital, and Providence Seward Medical Center) plus numerous smaller clinics and medical centers	May require additional assistance for evacuation and sheltering

## Section 9: Sheltering and Feeding

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### **Shelter in Place**

Not all emergencies requiring protective action for members of the public require evacuation. A viable option of protecting the public is “shelter in place” whereas the public is told to remain indoors at their home, place of business, schools, etc. The Incident Commander must weigh the risk of the hazard danger against the risk inherent in evacuation verses protection in place. If “shelter in place” is to be used, it must be implemented using the various alert and warning systems. Through the KPB Alerts notification system, radio, television, or social media posts, residents of the affected area should be advised to:

- Remain inside their houses or other closed building until being advised that they can leave safely.
- Turn off heat, ventilation and cooling systems, and window or attic fans.
- Close all windows, doors and vents, and cover cracks with tape or wet rags.
- Keep pets and children inside.
- Persons who are inside and experience difficulty breathing should cover their mouth and nose with a damp cloth.
- Persons who are outside should cover their nose and mouth with a handkerchief or other cloth until you can reach a building.
- Listen to the radio or television for further information

# Section 10: Organizing for Special Incidents

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## Introduction

For certain types of incidents, the NIMS Incident Command System (ICS) must be modified slightly in order to address the unique characteristics of these incidents. The basic ICS structure remains, with the same five major incident functions; however, additional positions and lines of authority are added to the IMT.

This section addresses direction and control of emergency incidents where the general Incident Management Team (IMT) structure may require modification or addition of positions and branches to coordinate particular incident-specific activities. The special incidents addressed in this section include:

- Oil spills and hazardous substance releases;
- Mass casualty incidents; and
- Public health emergencies.

Terrorism and WMD incidents are addressed in Section 11.

### Agency Contacts:

Agency	Number	Additional info
Alaska Dept of Environmental Conservation	907-269-3063 daytime 800-478-9300 24 hr	
State Emergency Operation Center	907-428-7100 24 hr	
National Response Center	800-424-8802 24 hr	Nationwide spill reporting
U.S. Coast Guard Sector Anchorage	907-428-4100 24 hr	Spills to navigable water
Environmental Protection Agency	907-271-3247 daytime 800-424-4372	
Federal Bureau of Investigation Anchorage	907-276-4441	
National Weather Service	907-266-5105	

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National WX Service (WX Forecast)	907-936-2525	
National WX Service (Marine WX)	907-936-2727	
Federal Aviation Administration	907-271-5936 24 hr	

### **Oil Spills and Hazardous Materials Incidents**

Oil and other hazmat spills are guided by the National Contingency Plan, Alaska Regional Contingency Plan, Area Contingency Plans and Industry Contingency Plans. These plans and guidelines will be used together and in combination with this Emergency Operations Plan to guide spill response.

In the State of Alaska, the Unified Command for oil and hazardous substance discharge response consists solely of the OSCs for the Federal, State and Local governments, plus the Responsible Party's IC. Other government agencies are represented by the Federal, State and Local OSCs (see Figure 1: Unified Command). The Responsible Party (RP) is the person(s) responsible for a discharge of a hazardous substance to the water or land of the State. The RP has the responsibility to contain, control and clean up their discharge. The Environmental Protection Agency (EPA)-Region 10 is the predesignated Federal On-Scene Coordinator (FOSC) for inland areas and the United States Coast Guard (USCG) District 17 is the FOSC for coastal areas. Alaska Department of Environmental Conservation (ADEC) is the predesignated State On-Scene Coordinator (SOSC) for all areas of the state.

## Section 10: Organizing for Special Incidents

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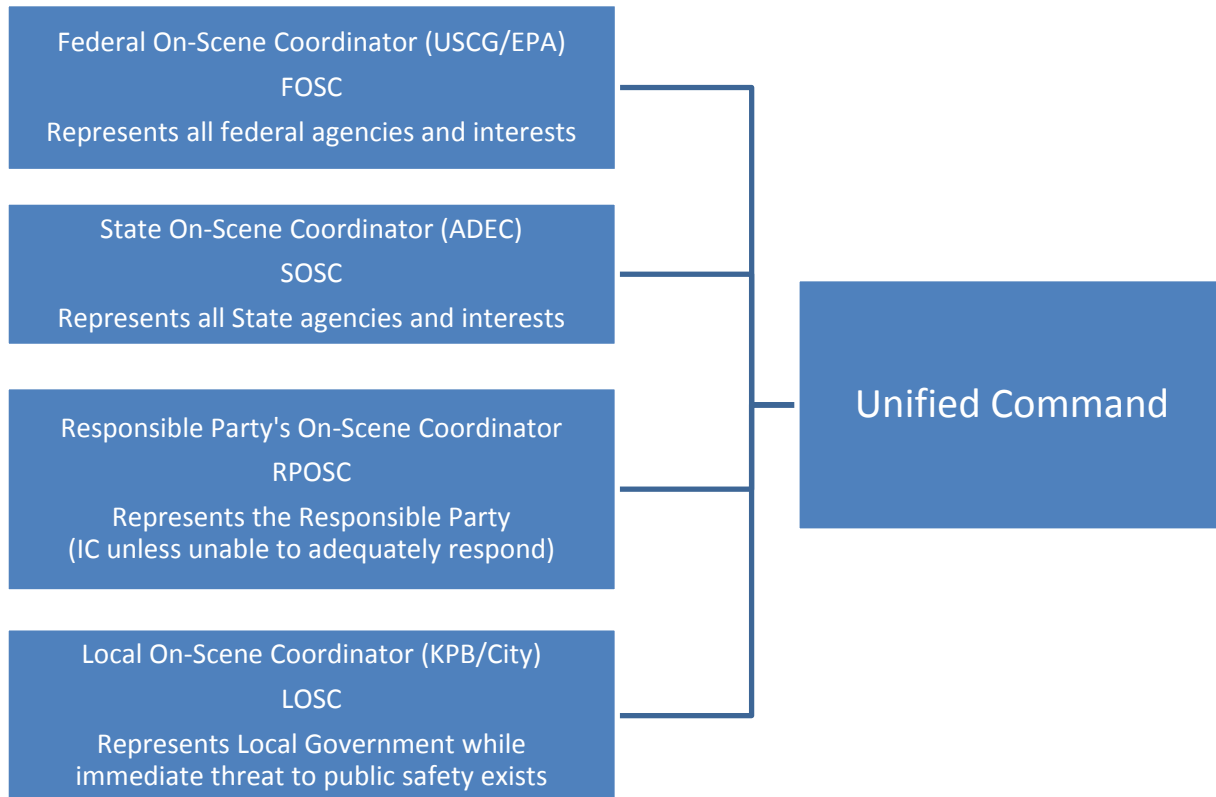


Figure 1: Unified Command

Whenever an incident involves more than one agency with jurisdiction, a Unified Command will be established. A Unified Command will also be established if there is only one agency with jurisdiction and the RP is responding adequately. The RP and all agencies with jurisdictional responsibilities will contribute to the process of:

- determining overall incident objectives and priorities;
- selecting strategies;
- ensuring joint planning for tactical activities;
- ensuring integrated tactical operations are conducted;
- maximizing use of all assigned resources;
- resolving conflicts.

The Unified Commanders will:

- designate the Incident Commander (IC) (who will normally be one of the Unified Commanders assigned to the Unified Command and is typically the responsible party's IC);
- designate officers and section chiefs for each section within the ICS;
- review and approve a consolidated incident action plan; and
- ensure the incident action plan is carried out by the IC.



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The Unified Command directs all aspects of incident response (including oversight, monitoring, resource allocation cleanup, etc.) and uses a designated Incident Commander (IC) to carry out containment, control, and cleanup operations. The IC is in charge of control, containment, removal, and disposal of the spill. There can be only one IC at any given time. However, the IC can change as incidents progress. The IC will be chosen by the Unified Command (FOSC, SOSC, LOSC, and RPOSC). When the RP is responding and has adequate resources to dedicate to containment, control, and cleanup efforts, the RPOSC will normally be the IC. The FOSC and SOSC make the determination based on the adequacy of the RP's containment, control, and cleanup efforts.

- **National Contingency Plan:** This plan provides an organizational structure that provides for coordinated responses to discharges of oil or hazardous substances where federal, state, and local agencies and private sector companies are involved. This plan identifies the responsibilities for federal agencies that may be called upon during a response planning and implementation to provide assistance in their respective areas of expertise. <http://www2.epa.gov/emergency-response/national-oil-and-hazardous-substances-pollution-contingency-plan-ncp-overview>

- **Alaska Regional Contingency Plan (RCP):** This document replaces the State of Alaska Unified Plan. This document serves as guidance for a coordinated Federal, State and local response to an oil or hazmat release.

- Defines Federal and State agency planning and response boundaries.
- Provides resources available from Federal agencies.
- Local On-Scene Coordinators (LOSCs) are designated by local governments with jurisdiction to direct and coordinate local responses to incidents. LOSCs are normally part of the Unified Command as long as there is an immediate threat to public safety and/or the incident occurs within their jurisdiction.
- For as long as there is an immediate threat to public safety, the LOSC will serve as the ultimate command authority, unless the LOSC requests a higher authority to assume that responsibility.
- Once immediate threats to public safety are abated, either the SOSC or FOSC becomes the ultimate command authority for the cleanup operation. At this point local representation to the Unified Command may then be through the Community Emergency Coordinators (CECs) on the Regional Stakeholder Committee.

- **Arctic and Western Alaska Area Contingency Plan:**

- Defines roles and responsibilities of all government agencies and

## Section 10: Organizing for Special Incidents

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- non-governmental organizations.
- Provides general guidance on cleanup operations for the area.
- Provides contacts for community stakeholders
- Includes mapping resources and situational awareness tools
- Includes links to many job aids, tools and guidance documents
- Includes lists of regional resources

### • **Industry Oil Discharge Prevention and Contingency Plan:**

State and federal regulations require that vessels, facilities, and pipelines that transport oil and hazmat, and oil and gas exploration and production operations develop plans that comply with minimum requirements for preventing and responding to oil spills at the facility. These plans will provide guidance during a spill for which a Responsible Party is known. Certain potential spill sources are exempted from such planning requirements, in which case local, state and federal plans would provide the requisite guidance.

### • **Tactical Response Guides and Spill Cleanup Strategies:**

In Alaska, several different planning efforts involving the oil industry, federal and state agencies, local governments, and the public have created operations guides relating to the cleanup of oil spills and the protection of sensitive areas. These include:

- *Spill Tactics for Alaska Responders (STAR) Manual:* Describes tactics and strategies that can be used to contain, recover, and remove spilled oil from on-water or on-land. Available through the Alaska Department of Environmental Conservation at <https://dec.alaska.gov/spar/ppr/response-resources/star-manual/>
- *Geographic Response Strategies (GRS):* Site-specific protection strategies for pre-identified environmentally sensitive areas. Available through the Alaska Department of Environmental Conservation at <https://dec.alaska.gov/spar/ppr/response-resources/grs/>
- Oil spill containment and cleanup operations should only be performed by **trained responders with the appropriate personal protective equipment and requisite hazardous materials certification.**

Several other guidance documents are available to assist in managing an oil or hazardous substance release ICS organization including the Alaska Incident

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Management System (AIMS) Guide, the National Incident Management System (NIMS) Guide, as well as the U.S. Coast Guard's Field Operations Guide (FOG).

### **State Response Policy**

State government has broad statutory authority to oversee spill response in order to protect the human and physical environment. Furthermore, the State is required to maintain an independent response capability for those incidents where the responsible party is unknown, requests assistance, or fails to respond adequately.

State law pre-designates the Alaska Department of Environmental Conservation as the State On-Scene Coordinator (SOSC) for all spill responses. The State uses an Incident Command System for spill response and also clarifies the roles of all parties involved to ensure a coordinated approach to spill containment, cleanup, assessment and restoration of damaged areas.

Alaska Department of Environmental Conservation has authority to assume control of containment and cleanup on behalf of the State when the State On-Scene Coordinator determines that the spiller is unknown, or is not performing adequately.

### Disaster/Emergency Declarations

A natural disaster may cause an oil or hazardous substance discharge. When a State disaster emergency declaration and/or a federal major disaster or emergency declaration has been issued, additional procedures are necessary to coordinate the spill response effort with the overall disaster/emergency response effort. These procedures are also used in cases where the spill itself is determined to be a disaster under State law and/or results in a federal emergency declaration.

State operations are affected when the governor finds that a disaster has occurred or that a disaster is imminent or threatened and, by proclamation, declares a condition of disaster emergency. In such cases, the State's spill response organization will fall under the State Emergency Operations Center, Operations Section. The Incident Commander of the disaster response is the State Area Commander Alaska Inland ACP 3-28 Version 1 3000 – Operations FINAL, August 2018 appointed by the Governor. As such, the State Area Commander would set priorities to make the best use of available resources. Within these constraints, the SOSC would command the spill component of the disaster response to effect containment and cleanup.

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### **Hazmat Incident Initial Response**

Initial hazmat response resources are managed by the Incident Commander, who may also initially handle all Command and General Staff functions until additional personnel are activated. As long as there is an immediate threat to public safety, the LOSC will serve as the ultimate command authority, unless the LOSC requests a higher authority to assume that responsibility. Initially local FD and LE may be the LOSC and take actions to protect public safety. Response actions by FD or LE are limited to mitigating immediate threat to public safety and does not include cleanup actions. Incident command will be transferred to the RP or Unified Command as soon as there is no longer an immediate threat to public safety. Actions typically taken by FD/LE would be evacuating the public and setting up safety perimeters.

Initial actions by local governments may include the following:

- Local On-Scene Coordinator
- Notifications
- Initial hazard determination
- Communications
- Lifesaving/rescue/emergency medical care
- Fire fighting
- Security (traffic, crowd control, site perimeter)
- On-Scene liaison with other parties
- Providing public information
- Evacuation
- Shelter

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### Site Control

Oil and other hazmat releases require enhanced control of the tactical operations and personnel/equipment mobilization to improve safety and reduce the probability of spreading contaminants.

The Hazmat Group will establish and oversee three zones surrounding the response:

<b>Control Zone</b>	<b>Characteristics</b>
<b>Hot Zone or Exclusion Zone</b>	Area immediately around hazmat incident Contamination is known to exist or is possible Personal protective equipment is required Refer to US Department of Transportation guidelines for substance-specific exclusion zones Emergency Response Guidebook (ERG) <a href="https://www.phmsa.dot.gov/hazmat/erg/emergency-response-guidebook-erg">https://www.phmsa.dot.gov/hazmat/erg/emergency-response-guidebook-erg</a>
<b>Warm Zone or Chemical Reduction Zone</b>	Area separating Hot Zone from Cold Zone Acts as buffer to prevent contamination from spreading Contains personnel decontamination station Typically require some personal protective equipment
<b>Cold Zone or Support Zone</b>	"Clean" area, no contamination No special precautions required

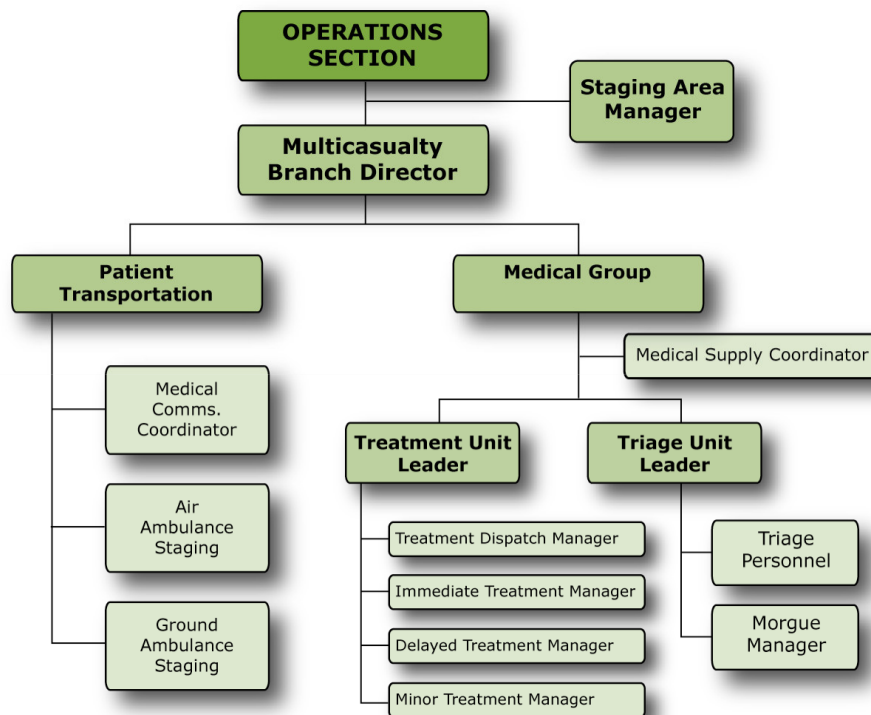
## Mass Casualty Incidents

### Introduction

A mass casualty incident is an event with critical injuries or deaths exceeding the normal response capability of an emergency medical services organization. A major earthquake, hazardous materials release, or acts of terrorism are examples of emergencies where a mass casualty incident might occur.

### Mass Casualty Branch Organization Chart

The ICS can incorporate a Mass Casualty Branch Director, or more than one, if conditions warrant. The Mass Casualty Branch will provide the IC with a basic expandable system for handling any number of patients. It serves as a link between the IC and medical personnel administering treatment.



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### **Guidelines for Responding to Mass Casualty Incidents**

The following guidelines should be followed in mass casualty incidents:

- Hospitals in the impacted area should keep the Emergency Operations Center apprised of their status periodically (at least every 2 hours).
- When saturation is anticipated, hospitals/clinics should notify the Emergency Operations Center
- State should coordinate the distribution of patients among capable hospitals outside the impacted area and transport.
- Nearest airport should arrange staging area for medivac; should be heated in cold weather.
- State should notify local responders to begin transporting victims to airport staging area, rather than to hospitals.
- When all major medical facilities in Alaska will be filled, the state should contact National Disaster Medical System (800) USA-NDMS to transport victims outside of Alaska, possibly using National Guard and military aircraft [If federal response is slow, the State of Alaska may contact Harborview Trauma Center in Seattle directly through Airlift Northwest Air Ambulance Service at (206) 223-8377].
- State can request medical personnel or equipment from National Disaster Medical System.
- Aircraft transporting victims out of the affected area can also be used to bring additional supplies in to the affected area.
- The local response agency will establish the on-scene Incident Command Post using NIIMS ICS as appropriate.
- Shelters may *not* be used as alternate treatment sites.
- Medically dependent persons *cannot* be accepted at shelters unless they are accompanied by capable medical personnel, supplies, and equipment.

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### **Triage**

A triage system will be initiated with initial care provided in the field and secondary care provided at the closest hospital. The Simple Triage and Rapid Treatment (START) system will be used as follows:

- Red tag: Patient requires urgent transport and treatment for survival
- Yellow tag: Patient not likely to suffer adversely from a delay in transport, or injury is so severe that patient is unlikely to survive.
- Green tag: Patient is ambulatory and able to follow simple commands to self- mobilize away from the incident.
- Black tag: Deceased. Leave body where found, if possible.

### **Fatality Management**

Morgue facilities in most KPB communities are limited or non-existent. During a mass casualty incident, makeshift morgues could be constructed at ice rinks, in refrigerated freight containers, or using ice available through fish processors or canneries. It is important that temporary morgues be set up at a reasonable distance from human shelters, in order to avoid any negative psychological impacts associated with viewing deceased patients.

Body bags may be procured through the Alaska State Troopers or other sources. The State Medical Examiner is responsible for the collection, identification, and disposition of deceased persons and human tissue from a mass casualty incident. In addition, FEMA has the capability to provide Disaster Mortuary Operational Response Teams (DMORT) to respond to the scene of a mass casualty incident. Both the State Medical Examiner and FEMA DMORT can be accessed by contacting the Alaska Division of Homeland Security and Emergency Management and requesting assistance.

### **Mental Health**

Most mass casualty impacts will have mental health impacts on victims, victims' families, responders, volunteers, and the community-at-large. It is important that the IMT consider the need to provide mental health support services to one or all of the aforementioned groups. Mental health services in the Borough are provided by:



## Section 10: Organizing for Special Incidents

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- Peninsula Community Health Services (PCHS) and several private practitioners. PCHS can be contacted directly during normal business hours (907-262-3119) or through the emergency/ crisis line at 283-7511. There is a clinician on-call for after hours contact.
- Seaview Community Services in Seward. Can be reached at (907) 224-5257. Provides a combination of mental health and substance abuse services.
- South Peninsula Behavioral Health Services, Inc. in Homer. Can be reached at (907) 235- 7701 during business hours and 235-0247 after hours.
- Other agencies such as the American Red Cross, The Salvation Army, various religious clergy and private mental health professionals can provide personnel and counselors to aid in delivering mental health support to victims and families affected by a disaster emergency.
- State mental health services, accessed by contacting the Alaska Division of Homeland Security and Emergency Management and requesting assistance.

Critical incident stress treatment for responders is also available through the channels identified above.

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### **Transportation Accidents**

Mass-casualty scenes involving public transportation should be treated as crime scenes. Removal of accident-related debris is forbidden except as necessary to conduct the rescue. The National Transportation Safety Board (NTSB) is responsible for accident investigations on all aircraft and selected accidents involving surface transportation. The Federal Aviation Administration (FAA) may assist the NTSB in accident investigation. Coordination of the incident with these agencies is vital. None of the investigative agencies has the authority to direct emergency services during the rescue phase, but they may direct the removal of bodies and debris.

It is vital that the Incident Commander contact the NTSB prior to removing deceased victims, or moving aircraft wreckage. This can be accomplished by contacting any FAA facility, or directly calling the NTSB.

When responding to and securing the scene of a transportation accident, the following steps shall be considered:

- If bodies must be removed prior to the arrival of investigators, identify the victim and number the location of each body. Number bodies with spray paint, photograph the scene, mark body bag and personal effects bag with number that corresponds to the body's location.
- Mark cuts or tears made during the rescue to differentiate them from those that happened during the accident.
- Secure the scene from "souvenir" hunters.

### **Care for Families of Victims**

Special care should be taken to provide up-to-date information to friends and family of victims. Consideration should be given to keeping all such people in a central location where they can be protected from the press, and where information can be provided as it becomes available. These services will usually take place under the direction of other entities, such as the operator of the facility or the airline in the event of an air disaster. The Public Information Officer should expect calls from relatives, the press, and concerned citizens, and may be requested to assist in providing information to friends and families of victims.

Assign a member of the clergy, or a social worker, to each family, if possible.

## Section 10: Organizing for Special Incidents

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### **Public Health Emergencies**

Public Health Services includes those activities associated with lifesaving; transport, evacuation, and treatment of the injured; disposition of the dead; and disease control activities related to sanitation, preventing contamination of water and food supplies, etc., during response operations and recovery operations. Public Health focuses on health and medical problems under emergency conditions of varying scopes.

Public health concerns during a disaster emergency include identifying and controlling environmental health hazards, issuing health advisories to the public on emergency water supplies, waste disposal, disease vectors, food monitoring at mass care facilities, immunizations and disinfections would be the responsibility of the State of Alaska Department of Health and Social Services which can be accessed by contacting the Alaska Division of Homeland Security and Emergency Management and requesting assistance.

Patient isolation during a contagious disease emergency has been identified as an issue of concern in the Kenai Peninsula Borough, as most local hospital facilities are not properly outfitted to handle patient isolation without putting the entire hospital population at risk. Each hospital within the KPB has made some plans to configure their facilities for mass isolation using temporary barriers. However, all decisions regarding patient routing and isolation should be made by the Incident Commander/Unified Command based on incident-specific concerns.

### **Department of Health and Social Services Functions**

The Alaska Department of Health and Social Services (DHSS)/Public Health Service has a local office in Kenai. DHSS/Public Health's purpose is to assist local agencies in responding to and mitigating any type of public health event. DHSS may assign public health nurses to monitor epidemiological/public health hazards in shelters.

These nurses may assist the shelter nurses in caring for shelter occupants. Other functions that DHSS may perform in a public health emergency include:

- Coordinating public health information with the EOC.
- Coordinating public health workers and nurses to assist with health-related services at mass casualty sites.
- Coordinating assistance for vulnerable populations as able.
- Assisting in the provision of any necessary pest control.
- Maintaining a database of medical assets and ensures its availability to

## Section 10: Organizing for Special Incidents

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the EOC.

- Analyzing public health impact of the incident and providing information to the EOC.
- Coordinating recommendations with the Policy Group regarding public health threats that may necessitate the deployment of the Strategic National Stockpile, Disaster Medical Assistance Teams, or Disaster Mortuary Teams.
- Providing a medical officer to order public health or medical interventions and guidance as needed.

### **Pandemic Flu Plan**

The State of Alaska has a Pandemic Flu Plan and has planning and resources in place to help communities to respond to pandemic flu outbreaks.

#### ***Federal Role***

An influenza pandemic would represent a national health emergency requiring a coordinated response, which would include local, borough, state, and federal agencies. The U.S. Department of Health and Human Services (HHS) will coordinate the overall public health and medical emergency response efforts across all federal departments and agencies. Authorities exist under the Public Health Service Act for the HHS Secretary to declare a public health emergency and to coordinate response functions. In addition, the President can declare an emergency and activate the Federal Response Plan, in accordance with the Stafford Act, under which HHS has lead authority for Emergency Support Function #8 (ESF8).

#### ***State Role***

The Alaska Division of Homeland Security and Emergency Management (DHS & EM) has overall responsibility for interagency coordination of pandemic influenza preparedness and the Department of Health and Social Services, Division of Public Health (DPH) has primary functional and technical responsibility for pandemic influenza preparedness. Specific Alaska Division of Public Health responsibilities include:

- Prepare and maintain a public health Pandemic Influenza Response Plan as Annex to the DPH Emergency Operations Plan.
- In conjunction with DHS & EM, maintain an interagency incident management team (IMT).
- Identify public and private sector partners needed for effective planning

## Section 10: Organizing for Special Incidents

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and response.

- Develop key components of pandemic influenza preparedness: surveillance and investigation, distribution of vaccine and antivirals, health care systems including infection control, isolation and quarantine, community disease control including social distancing, and communications.
- Integrate pandemic influenza planning with other planning activities conducted under CDC and Health Resources and Services Administration (HRSA) bioterrorism preparedness cooperative agreements with states.
- Coordinate with local areas to ensure development of local plans as called for by the state plan and to provide resources, such as templates to assist in the planning process.
- Coordinate with municipalities and boroughs in planning pandemic services and activities.
- Coordinate with the Department of Environmental Conservation (DEC) for animal health issues related to pandemic influenza.
- Coordinate with tribal health organizations to ensure equitable delivery of medications, vaccine, and other health services to Alaska Natives.
- Develop data management systems needed to implement components of the plan.
- Assist local areas, the Alaska State Hospital and Nursing Home Association Preparedness Program, and other organizations in exercising plans.
- Coordinate with Division of Behavioral Health.
- Coordinate with the adjoining jurisdictions of British Columbia, Yukon Territory, and Washington State.

The state has a number of surveillance programs in place to identify potential influenza pandemics as early as possible.

For public health questions, human health concerns or planning for pandemic flu, call 1-888-9Panflu (1-888-972-6358).

There is a Pandemic Flu Website at <http://hss.state.ak.us/pandemicflu/>

## Section 10: Organizing for Special Incidents

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### **Borough and Local Roles**

In most cases, state and federal agencies would take the lead in managing public health crises such as pandemic flu outbreaks. The primary function of KPB and local governments would be to assist the U.S. Public Health Service and Alaska DHSS by:

- Encouraging social distancing and other precautions to reduce the spread;
- Implementing quarantine or isolation areas for infected persons;
- Establishing dispensing centers for vaccines;
- Identifying high-risk populations and vaccination priorities (based on state and federal guidelines); and
- Distributing information to the public.

### **Strategic National Stockpile (SNS) and Vaccine Distribution**

As part of a pandemic flu outbreak or other public health emergency, antiviral medications or other vaccines may be distributed from the Strategic National Stockpile (SNS). Because certain vaccines in the SNS are in limited supply, the federal government has established guidelines for determining priority for vaccine distribution. The Division of Public Health would implement this process in the KPB and statewide.

The State Pandemic Flu plan lists the priorities for pandemic flu vaccination distribution. Similar priorities would be implemented for most other types of mass inoculations or SNS distributions.

### **KPB Emergency Medical Services and Hospitals**

Emergency medical services (EMS) and ambulance transport services are provided by the Borough's geographic service areas, as well as city fire departments, and volunteer fire and ambulance services. During a mass casualty incident, the local response agencies would provide the closest emergency medical personnel.

## Section 10: Organizing for Special Incidents

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The Borough is divided into service areas, cities/towns, and non-incorporated rural areas, shown below with the area's hospitals. Additional EMS resources are available from the state and federal governments via the Alaska Division of Homeland Security & Emergency Management.

A map showing emergency service areas follows this list.

<b>Geographic Service Areas</b>
<b>Nikiski Fire Service Area.</b> Covers NW portion of KPB, including land NW of Cook Inlet and oil platforms. Has 2 stations, 20 full-time employees, 21 volunteers. Responds to platforms via helicopter. Patients brought to Soldotna or Anchorage.
<b>Central Emergency Service Area.</b> Covers central peninsula with five manned stations. Employees and volunteers. Serves Soldotna, Ridgeway, Kalifornsky Beach, Kasilof, Sterling, Clam Gulch, and Funny River. Combination department with 24-hour staffing, over 30 full time employees and 20+ volunteers.
<b>Bear Creek Fire Service Area.</b> Uses Seward volunteer ambulance corps; can respond through mutual aid agreement outside its boundaries when with Seward ambulance or fire corps. Also responds within the Chugach Nat'l Forest.
<b>Anchor Point Fire and EMS Area.</b> Based in Anchor Point. Search and rescue limited to ground and off-road. Has mutual aid agreement with Ninilchik Emergency Services, Kachemak Emergency Services, and Homer Volunteer Fire Department to bring patients to hospitals in Soldotna or Homer.
<b>Kachemak Emergency Services.</b> Covers East End Road as well as areas between Anchor Point service area and Homer City. Two fire stations, mostly volunteer with career leadership.
<b>East Peninsula Highway Emergency Service Area.</b> Covers the Sterling and Seward Highway corridor outside established service areas. Utilizes existing fire departments and EMS agencies for call response. All volunteer response with no manned stations.

## Section 10: Organizing for Special Incidents

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<b>Cities and Towns</b>
<b>Homer.</b> Fire, EMS, and rescue by Homer Volunteer Fire Department.
<b>Kachemak City.</b> Uses Kachemak Emergency Service Area.
<b>Kenai.</b> Fire, EMS and rescue by Kenai Fire Department.
<b>Seldovia.</b> Seldovia Fire Dept and EMS provides emergency services. Has 3-bed clinic plus ambulance. Jakalof Bay Fire department provides service to areas outside of the incorporated city of Seldovia.
<b>Seward.</b> Seward Volunteer Ambulance Corps provides emergency medical services.
<b>Soldotna.</b> Fire and EMS provided through agreement with KPB Central Emergency Service Area and Central Peninsula Emergency Medical Service area.

<b>Non-incorporated Rural Areas</b>
<b>Cooper Landing.</b> EMS provided by Cooper Landing Volunteer Ambulance adjacent to the fire department.
<b>Funny River.</b> EMS provided by Central Emergency Services.
<b>Hope/Sunrise.</b> Trained first responders. Use Girdwood or Cooper Landing ambulance or air medivac.
<b>Kasilof.</b> Central Emergency Services maintains a station, additional response from Soldotna.
<b>Moose Pass.</b> EMS not available locally; depends on Seward Volunteer Ambulance Corps or Cooper Landing Volunteer Ambulance.
<b>Nanwalek.</b> EMS through village health clinic. Patients flown to Homer or Alaska Native Medical Center in Anchorage.
<b>Ninilchik.</b> EMS provided by volunteer Ninilchick Emergency Services. Mutual aid agreement with Central Peninsula EMS Area and Anchor Point.
<b>Port Graham.</b> EMS through village health clinic. EMT from Homer will transport to hospital in Homer or Alaska Native Medical Center in Anchorage.
<b>Tyonek.</b> EMS through village health clinic. Has one ambulance. Medivac to Anchorage.



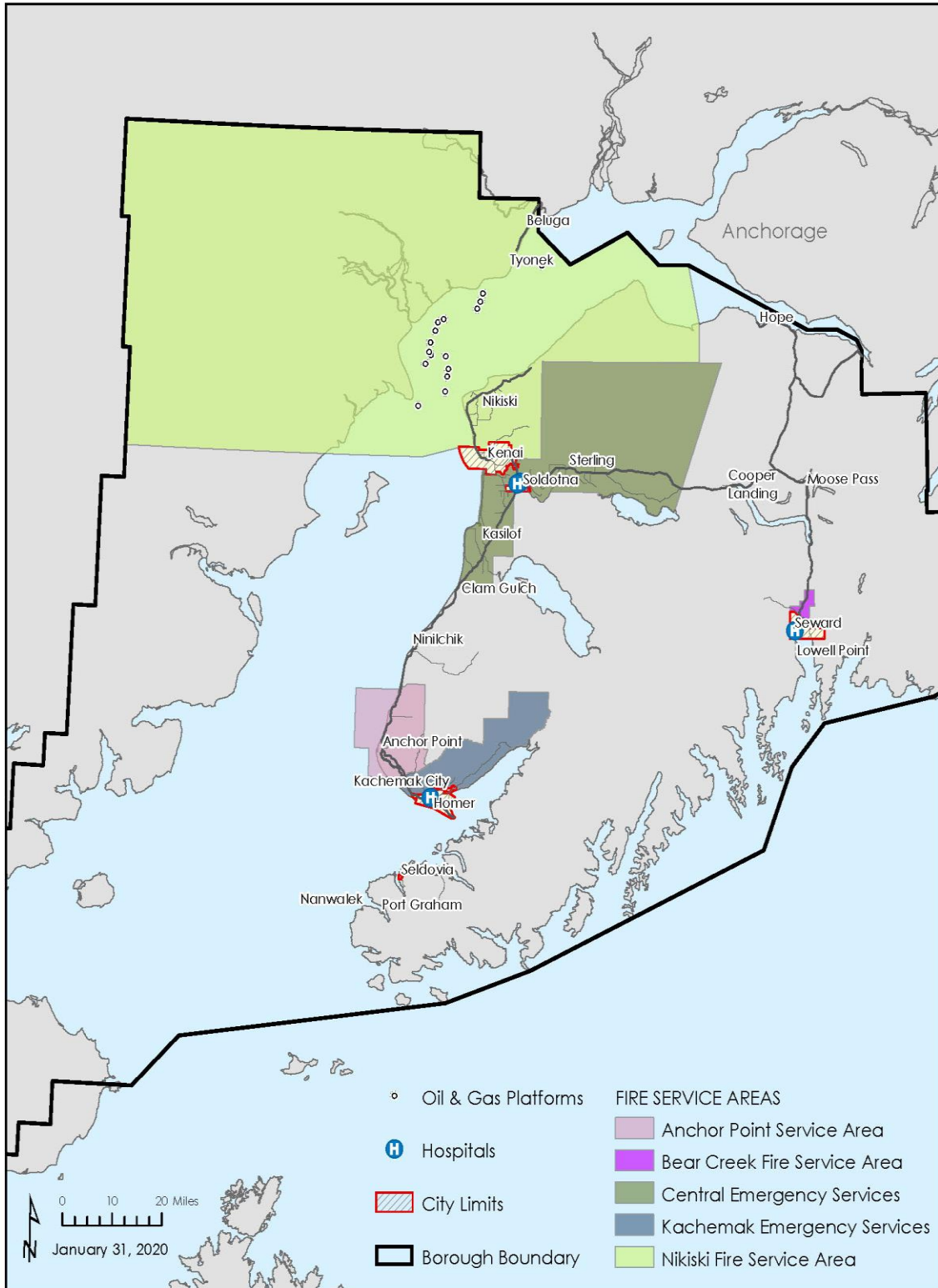
## Section 10: Organizing for Special Incidents

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<b>HOSPITALS:</b>
<b>Central Peninsula Hospital (Soldotna).</b> 55 beds (16 ER/34 Med Surg/6 ICU/9 OB), 78 physicians, certified nurse anesthetists, nurse practitioners, nurse midwives, physician assistants. A service area hospital owned by the Borough.
<b>South Peninsula Hospital (Homer).</b> 48 beds (22 acute care, 28 long-term). 14 staff and some itinerant physicians. Serves Homer, Anchor Point, and Ninilchik, also used sometimes by residents of Nanwalek, Port Graham, and Seldovia. Owned by the Borough. Emergency medical transport by Homer Volunteer Fire Department.
<b>Providence Seward Medical Center (Seward).</b> 46 beds (6 acute care, 40 long-term). 5 staff and itinerant physicians. Serves Seward, Moose Pass, Cooper Landing, and Hope. Emergency medical transport provided by the Seward Volunteer Ambulance Corps.

# Section 10: Organizing for Special Incidents

Kenai Peninsula Borough Fire Service Areas, Cities & Hospitals



# Section 11: Terrorism and Weapons of Mass Destruction

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## **Terrorism and Weapons of Mass Destruction Incidents**

### **Introduction**

The purpose of this section is to provide guidance to respond to and recover from a terrorism event. Local, state and federal law enforcement agencies are the lead agencies in a terrorism event. A terrorism event is defined by two phases including the crisis management and consequence management phase. The KPB may provide support functions during the crisis management phase but will primarily focus on the consequence management phase.

- **Crisis management** refers to measures to identify, acquire, and plan the use of resources needed to anticipate and/or resolve a threat or act of terrorism. The federal government has primary responsibility to prevent and respond to acts of terrorism; state and local governments provide assistance as required. Crisis management is predominantly a law enforcement response. Based on the situation, a federal crisis management response may be supported by technical operations and by federal consequence management, which may operate concurrently.
- **Consequence management** includes measures to protect public health and safety, restore government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The local and state authorities have primary responsibility to respond to the consequences of terrorism; the federal government provides assistance as necessary.
  - KPB Primary Functions:
    - Public information
    - Alert and Warning
    - Evacuation
    - Mass Care

### **Terrorism/WMD Response Procedures**

Responses to and recovery from incidents that involve terrorist use of WMD will most likely involve a Unified Command structure, as described in Section 10.

# Section 11: Terrorism and Weapons of Mass Destruction

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## **Crisis Management**

During the crisis management phase, the Alaska Division of Homeland Security and Emergency Management (ADHS&EM) will activate the State Emergency Operations Center (SEOC) as necessary to support local response and support activities. In order to support federal crisis management operations, ADHS&EM will dispatch personnel to the Joint Operations Center (JOC) as requested.

During crisis management, the FBI field office responsible for the incident area will establish and operate a JOC. The JOC is generally composed of a Command Group, Operations Group, Support Group, and Consequence Management Group. Local and state agencies will be requested to provide support and liaison.

## **Consequence management**

When consequence management operations are implemented, ADHS&EM will activate or continue 24-hour SEOC operations and prepare to coordinate assistance as needed. ADHS&EM will use the structures outlined in the state emergency management plans to coordinate support for local response through recovery operations.

As the terrorist incident progresses, FEMA will consult with the Governor's office and the White House. When directed, FEMA may use the authority of the Stafford Act to preposition federal consequence management assets or implement a federal consequence management response.

When consequence management operations begin, FEMA will begin to disengage from the JOC and form Joint Information Centers (JIC) in the field and Washington, DC. The JIC will be the media centers for the release of all information to the press.

## **Lead Agencies**

ADHS&EM and the Alaska State Troopers (AST) are the lead state agencies for terrorism/WMD response. FEMA and the FBI are the lead federal agencies. FEMA is the lead federal agency responsible for consequence management response to a terrorist incident involving the employment of WMD. The FBI is the lead federal agency responsible for crisis management response to a terrorist incident involving the employment of WMD.

# Section 11: Terrorism and Weapons of Mass Destruction

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## **Alaska Division of Homeland Security and Emergency Management (DHS&EM)**

ADHS&EM is the lead Alaska agency responsible for consequence management response to a terrorist incident involving the employment of WMD. In general, ADHS&EM's key functions include:

- Acting as the primary state agency for information and planning. This includes activating the SEOC, implementing the NIIMS ICS system for acquiring resources, maintaining a statewide emergency public information process, and implementing procedures for responding to media and official requests for information and access to the incident site or operations area.
- Coordinating emergency activities in the Governor's absence and other state-level activities such as damage assessment and reporting, donations management operations, and recovery assistance programs.
- Maintaining communication, warning, and notification capabilities to provide various jurisdictions and agencies with relevant information concerning terrorist events or imminent threats and disseminating warnings or emergency information to the public
- Assessing the need for additional resources from outside the state and preparing proclamations, executive orders, and requests for emergency or major disaster declarations as necessary to make those resources available
- Advising the Governor concerning activation of the Alaska National Guard (including the Civil Support Team) for emergency service
- Coordinating with DEC in providing HAZMAT support from the Statewide Hazmat Response Team to contain, confine, and control releases of hazardous material. HAZMAT will also:
  - Perform initial estimates of the downwind hazard (DWH).
  - Perform surveys and obtain samples to determine the nature and identity of the hazard.
  - Advise the IC on appropriate protective actions and equipment.
  - Monitor the incident area, the boundaries between zones, the downwind hazard (DWH) area, and the ICP for hazardous material.
- Requesting the US Coast Guard assistance for emergency service within their capabilities

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### **Alaska State Troopers (AST)**

AST is the lead Alaska agency responsible for crisis management response to a terrorist incident involving the employment of WMD. In general, AST's key functions include:

- Serving as the primary state agency for law enforcement and criminal investigations. This includes acting as the state's liaison to the FBI, cooperating with local law enforcement agencies to restrict and control incident site access, and implementing methods to maintain records of persons unaccounted for and presumed involved in the incident.
- Establishing liaison with local and state agencies to assist in traffic control, evacuation of threatened areas, providing security or escorts, and establishing and administering checkpoints to regulate transportation of donated goods
- Operating the primary state warning point of the National Warning System and, in cooperation with ADHS&EM when necessary, disseminating primary warning to local jurisdictions

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## **KPB Role in Terrorism/WMD Preparedness and Response**

Anti-terrorism preparedness and response are primarily state and federal functions. However, the Borough also has a role in terrorism and WMD incidents. This section describes the general functions that the Borough may fill to support local, state, and federal efforts to mitigate, prepare for, respond to, and recovery from a terrorist or WMD attack. Section 3 contains response action checklists for the Borough to follow in the event of a terrorist attack.

While a significant attack is considered unlikely in KPB, the consequences of a major incident could be catastrophic and would require a coordinated multi-jurisdictional law enforcement and emergency management response. An act of terrorism may include:

- mass attacks in crowded & public places such as active shooter, intentional vehicular assault, improvised explosive device or attacks involving knives, fries, drones or other weapons.
- kidnapping;
- hijacking;
- attack involving chemical, biological, radiological/nuclear or explosive weapons (CBRNE);
- cyber-attack;
- assassination;
- extortion;
- intentional contamination of food sources, water, or air; and/or
- threats to commit such acts.

### **Mitigation**

The Borough can mitigate the potential occurrence or impacts of a terrorist incident as follows:

- Coordinate with state and local partners to identify potential targets and determine their vulnerability and impact if attacked.
- Provide representation to the Joint Terrorism Task Force to monitor intelligence regarding potential terrorist groups and maintain profile information on groups suspected active in the local area.
- Establish appropriate security programs for public facilities that are potential targets and recommend such programs to private property owners.

Under most threat conditions, private business is responsible for protecting

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itself from terrorist attacks. Individual citizens and families can help prevent terrorist attacks by being observant in their communities, reporting suspicious activity, and being aware of federal threat levels.

### **Preparedness**

The US Department of Homeland Security uses the National Terrorism Advisory System (NTAS) as a guideline to establish the existing terrorism threat level for the US. The ADHS&EM provides a daily situation report that provides the established threat level for state and federal agencies. This report can be found at [www.ready.alaska.gov](http://www.ready.alaska.gov).

The Borough can prepare for a terrorism or WMD incident as follows:

- Arrange regular terrorism awareness training for law enforcement, fire service, public health workers, emergency responders, and emergency management staff.
- Establish mutual aid agreements to enhance response capabilities.
- Conduct drills and exercises to test plans, procedures, and training and encourage public and private partners to participate.

### **Response**

A terrorism response may be triggered if any of the following events occur:

- Credible threat or incident involving CBRNE agents
- Incident of known or unknown origin that creates mass casualties within in a short period
- Incident where victims display signs or symptoms of a CBRNE event with an unknown or suspicious origin
- Sudden or repeated occurrences of any illness or disease not typically seen in a geographical area
- Incident or series of incidents that indicate cyber intrusions or cyber attacks

The Borough will immediately notify the Alaska Division of Homeland Security and Emergency Management upon identification of a specific threat or terrorist event. The Borough will manage local response to a terrorism or WMD incident as follows:

- When a credible threat exists, the Borough will activate its EOC to facilitate response and will invite the FBI and the Alaska Division of Homeland Security and Emergency Management to provide liaison



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personnel.

- The Borough will assist in the establishment of a joint field office to provide a central location for coordination of federal, state, and local agencies.
- Any chemical, biological, radiological, nuclear, or explosive event should be treated as a crime scene until authorities determine it is not a terrorist attack.
- If there is a local incident site, an incident command post will be established by first responders. Incident command will transition into a unified command as state and federal responders arrive to augment local response.
- If there is no local incident site, such as during incidents involving biological agents or cyber-attacks, response activities will be directed and controlled from the EOC.
- A terrorist incident may be simultaneously a crime scene and a hazardous materials (Hazmat) site and may cross jurisdictional boundaries. The IMT will establish operating areas and formulate a plan of action that considers the needs of all jurisdictions and agencies.
- A crime scene area may be established to protect evidence. Access may be restricted by state, federal, or local law enforcement personnel.
- A Hazmat area may include a portion of or the entire crime scene. Access may be restricted to response personnel equipped with personal protective equipment and using decontamination procedures.
- The incident area includes the crime scene, the Hazmat area, and areas used for incident support operation. Access may be controlled and egress restricted if quarantine is implemented.
- Borough personnel may be called upon by the Alaska Department of Health and Social Services to assist with isolation and quarantine and/or dispensation of mass prophylaxis or Strategic National Stockpile assets. All requirements of the Fair Labor Standards Act will apply and compensation will be in accordance with existing rules and bargaining agreements.
- Evacuation of an area or facility may be ordered because of a credible threat.
- Evacuation may be required from inside the perimeter of the scene to guard against further casualties from initial agent release, additional agents, or secondary devices.
- Long-term relocation may be ordered if an area is contaminated by a CBRNE agent.

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## **Recovery**

The Borough will manage local recovery from a terrorism or WMD incident as follows:

- Assist state and federal agencies with decontamination of local affected sites (see guidance later in this section).
- Identify and restrict access to all structurally unsafe buildings.
- Attempt to remediate and clean up any hazardous materials affecting local water, sewer, or drainage systems.
- Provide traffic control for the return of evacuees.
- Assist in reunification of families
- arrange temporary housing for evacuees who cannot return to their homes.
- For areas that cannot be decontaminated and returned to normal use in the near term, the Borough will develop and implement appropriate access controls.
- Cooperate with state and federal agencies to investigate the cause of a terrorism incident.
- Conduct critical incident stress management for emergency responders.
- Debrief response personnel, prepare an incident report, and update plans and procedures based on lessons learned.
- Restore normal services as soon as practicable after a terrorism incident.

## **Roles and Responsibilities of Other Local, State and Federal Agencies**

### **Alaska Department of Health and Social Services (Division of Public Health)**

- Assumes the lead role for protecting public health during a bioterrorism incident.
- Enforces borough and local codes concerning environmental, public health, or safety issues.
- Advises the incident commander of decontamination protocols, symptoms, and recommended medical treatments related to CBRNE.
- Dispatches a medical officer to the site as necessary.

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- Maintains medical surveillance for CBRNE signs and symptoms.
- Coordinates with the State of Alaska to activate the Strategic National Stockpile.
- Acts as the lead agency for the dispensation of mass prophylaxis or inoculations, including Strategic National Stockpile assets when activated.
- Coordinates isolation and quarantine measures with appropriate state and local agencies.
- Coordinates dissemination of critical public health information.

### **Local Fire Department**

- Acts as the lead agency and establishes an incident command post if first on scene.
- Conducts all fire suppression and rescue operations.
- Coordinates search and rescue operations as needed.
- Deploys EMS teams and implements mass casualty protocols as required.
- Deploys hazardous materials response teams and decontamination units as needed.
- Integrates all supporting EMS agencies into on scene medical operations.
- Identifies and restricts access to unsafe structures as able.
- Identifies requirements for debris clearance to expedite fire and rescue operations.
- Provides evacuation support as able.
- Provides regular training for hazardous materials mitigation and emergency response.
- Tracks local inventories of hazardous materials and develops awareness programs for businesses that handle inventories of potential weapon-making materials.
- Coordinates with Health and Human Services to establish appropriate actions to protect the public when a CBRNE event has occurred.
- Provides information to the public under the Community Right-to-Know Act.
- Coordinates necessary actions to decontaminate hazardous material sites and remains on site until immediate health and safety risks have been resolved.
- Develops and implements appropriate access controls for areas unable

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to be decontaminated in the near term.

- Provides personnel support as able to assist Health and Human Services with dispensation of Strategic National Stockpile supplies.

### **Local Police Department**

- Acts as the lead agency and establishes an incident command post if first on scene.
- Acts as the lead local agency in anti-terrorist operations.
- Participates in statewide Joint Terrorism Task Force activities.
- Coordinates with privately owned high-risk and critical facilities to recommend appropriate security programs.
- Conducts terrorism response training for law enforcement personnel.
- Supports public education and awareness activities.
- Coordinates the deployment and operation of counter-terrorist response elements.
- Establishes control zones and orders evacuation from the hot and warm zones.
- Secures scene, reroutes traffic, and implements crowd control measures as needed.
- Provides security at incident site, operational areas, and critical facilities including Strategic National Stockpile dispensing sites.
- Provides requested support for evacuation operations.
- Conducts reconnaissance in vicinity of the incident site to identify threats from delayed action and secondary weapons.
- Cooperates with state and federal agencies to investigate the incident and to identify and apprehend suspects.
- Coordinates with the EOC Mental Health Unit to provide chaplains to deliver comfort and solace for emergency workers and disaster victims as able.

### **Area Hospitals**

- Maintain medical surveillance for CBRNE signs and symptoms.
- Provide emergency and routine medical care.
- Provide updates to the EOC regarding hospital capabilities and capacity.
- Supply a medical liaison to the EOC.
- Establish onsite decontamination capabilities whenever decontamination is necessary.

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### **KPB School District**

- Provides for the safety of students and notifies the EOC of any student relocation.
- Augments congregate care operations by making facilities and resources available when school is not in session or when the needs of students have been met.
- Assists the EOC with transportation services after ensuring the transportation needs of students have been met.
- Augments nursing services as directed by the EOC and as appropriate based on the availability of nurses after student needs have been met.

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### **WMD Emergency Decontamination**

Following an overt WMD terrorist incident the immediate concern is to corral and isolate the ambulatory victims so that contamination does not spread. Decontamination must begin quickly in order to reduce the duration of human exposure to chemical agents, biological agents, or radiation. Ideally, decontamination should also improve the environment for human health until evacuation can be accomplished. Conversely, since the attack may go unnoticed, decontamination may not be possible following a covert attack using WMD materials. In addition, resources from Anchorage or Fairbanks may also be available to the region in support of local efforts.

### **Decontamination Guidelines**

- Attempt to identify, decontaminate, and track the health of all exposed people. Generally, victims of a chemical attack that are able to escape the attack site have not received a lethal dose and are only marginally at risk from the effects of the agent. However, delayed effects can develop as a result of long-term exposure to a low agent concentration. Victims of a biological or radiological attack may not develop symptoms for several hours, days, or weeks, regardless of the dose they initially receive. The same concepts hold true for responders who may have been exposed during response or rescue operations.
- Water is usually available in large quantities and can be used to decontaminate a large number of people quickly. Although it does not neutralize the WMD material, soap and water can help remove contamination. Additionally, the runoff is contaminated and must be controlled.
- The temperature can affect decontamination operations. The wind chill factor can make emergency decontamination an uncomfortable, or even dangerous, undertaking. In addition, some chemical agents may freeze or boil at temperatures within the habitable range. Frozen agents produce little if any vapor hazard. This can reduce inhalation exposures and enhance survival. Boiling agents rapidly convert to vapor. This intensifies inhalation hazards, but reduces residual contamination. However, radiation is unaffected by temperature and many biological agents can remain viable over wide temperature ranges.

For the purposes of this plan, temperatures are defined as hot (>80°F), moderate (60- 80°F), cool (>32<60°F), and cold (□32°F).

The following table provides a general guideline for determining when various chemical agents may freeze or boil. The actual temperatures vary based on several factors including agent dilution and purity.

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### Chemical Agent Freezing & Boiling Points

Agent	Freezing point (°C/°F)	Boiling point (°C/°F)
<b>CHOKING AGENTS</b>		
CHLORINE (CL)	-101°C / -150°F	-34°C / -29°F
PHOSGENE (CG)	-128°C / -198.4°F	8°C / 46°F
DIPHOSGENE (DP)	-57°C / -70.6°F	127°C / 261°F
<b>BLOOD AGENTS</b>		
HYDROGEN CYANIDE (AC)	-13°C / 8.2°F	26°C / 78°F
CYANOGEN CHLORIDE (CK)	-6.9°C / 19.6°F	12.8°C / 55°F
ARSINE (SA)	-116°C / -176.8°F	-65°C / -85°F
<b>NERVE AGENTS</b>		
TABUN (GA)	-5°C / 23°F	246°C / 475°F
SARIN (GB)	-56°C / -68.8°F	158°C / 316°F
SOMAN (GD)	-42°C / -43.6°F	198°C / 388°F
GF	-30°C / -22°F	239°C / 462°F
VX	-51°C / -59.8°F	298°C / 568°F
<b>BLISTER AGENTS</b>		
SULPHUR MUSTARD (H)	14°C / 57°F	217°C / 423°F
DISTILLED MUSTARD (HD)	14.45°C / 58°F	217°C / 423°F
NITROGEN MUSTARD (HN-1)	-34°C / -29.2°F	194°C / 381°F
NITROGEN MUSTARD (HN-2)	-60°C / -76°F	75°C / 167°F
NITROGEN MUSTARD (HN-3)	-3.7°C / 25.3°F	256°C / 493°F
LEWISITE (L)	-18°C / 0°F	190°C / 374°F
MUSTARD-LEWISITE (HL)	-42°C / -43.6°F	190°C / 374°F

\*All temperatures are approximate and vary based on agent dilution and purity.

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## **Emergency Decontamination Procedures**

The following four steps support emergency decontamination:

### ***Step 1: Wet or Blot***

- At moderate or hot temperatures:
  - For biological or radiological contamination, wet the victims with a light spray.  
This will cause biological and radioactive particles to adhere to clothing and skin rather than re-aerosolizing, thus preventing it from being ingested or inhaled. Wet victims before they remove clothing to ensure that the clothes will have captured the greatest possible amount of the hazard.
  - For chemical agent contamination, blot the agent from the skin. Never rub at the agent as this only causes it to spread.
- At hot temperatures, some chemical agents may vaporize very rapidly and not require decontamination.
- During periods of cool or cold weather, blotting and wetting are impractical. Although the wind chill does not affect radiation, biological agents, or the physical state of the chemical agents, it may cause hypothermia among the victims and responders. In addition, many chemical agents may solidify at these temperatures and pose no vapor hazard. However, upon entering buildings, these agents will melt and may pose a significant vapor hazard.
  - Move the victims from the contaminated building to a nearby building.
  - Set up an outdoor decontamination area. Consider the effects of wind chill on the victims.
  - After ensuring victims and responders are not downwind of each other, carefully remove external clothing, taking care to eliminate the possibility of frozen agent being inhaled.
- Do not brush off contamination. This may lead to re-aerosolization of the hazard.

### ***Step 2: Strip***

- At moderate or hot temperatures victims should strip to their underwear to remove all contaminated clothing.
- During periods of cool or cold weather:
  - Remove only the outermost layer of clothing. Consider the effects of wind chill on the victims.



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- Immediately move the victims upwind into a heated and well-ventilated indoor processing area following removal of outer garments.
- Victims should then strip to their underwear to remove all contaminated clothing.

### ***Step 3: Flush***

- After removing clothing, flush or rinse any remaining contamination from exposed skin and hair. Under periods of cool or cold weather, flushing will have to be accomplished indoors, in a well-ventilated area.
  - Spray large quantities of water under low pressure.
  - Soap and water can also help remove contamination.
- Rinsing or flushing does not neutralize the hazardous material so the runoff is contaminated and must be controlled. During periods of cold weather the runoff may freeze.

### ***Step 4: Cover***

- To protect victims from the weather or recontamination and to maintain modesty:
  - Provide overhead cover during decontamination.
  - Following flushing, provide cover for each decontaminated victim.

## **Equipment and Decontamination Station Requirements**

Consider the following equipment requirements in order to accomplish the four steps of emergency decontamination.

### ***Self-protection equipment***

First responders working in the decontamination area are at risk for contamination. In order to protect themselves, first responders should wear Personal Protective Equipment (PPE) as directed by the IC.

- Level A: Fully encapsulating chemical-resistant suit with Self-Contained Breathing Apparatus (SCBA) or positive pressure supplied air respirator with an escape SCBA.
- Level B: Chemical splash resistant suit with hood and SCBA.
- Level C: Chemical-resistant suit with hood and air purifying respirator.
- \*Body Substance Isolation: High Efficiency Particulate Air (HEPA) filter mask, goggles, surgical gloves, and coveralls. This is not an OSHA PPE level. It is for use only with biological and radiological particulate

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materials.

### ***Communication equipment***

First responders must be able to communicate to the victims that they have been exposed to an invisible hazard and that they (the victims) need assistance while avoiding touching the victims and contaminated objects. First responders must be able to communicate authoritatively but with clear concern for the victims. Communication measures include:

- Bullhorns and loudspeakers
  - Vehicle-mounted
  - Hand-held
  - Multi-lingual translators
- Instructional signs/placards/handouts
  - Multi-lingual
  - Illustrated

### ***Decontamination Stations***

A mass casualty situation may require more than one decontamination corridor. Each corridor requires areas to:

- Wet, blot, or brush.
- Strip.
- Flush.
- Cover.
- Triage, treat, and decontaminate non-ambulatory casualties or casualties who become symptomatic while processing through the decontamination corridor.

In moderate weather, all steps can occur outdoors (see Figure 2-12-3). Extremely cold weather (see Figure 2-12-4) requires:

- An outdoor area to:
  - Brush
  - Remove the outer-most layer of clothing
- An indoor processing area including:
  - A pool of 5% chlorine to decontaminate footwear and hands
  - A clothing removal station

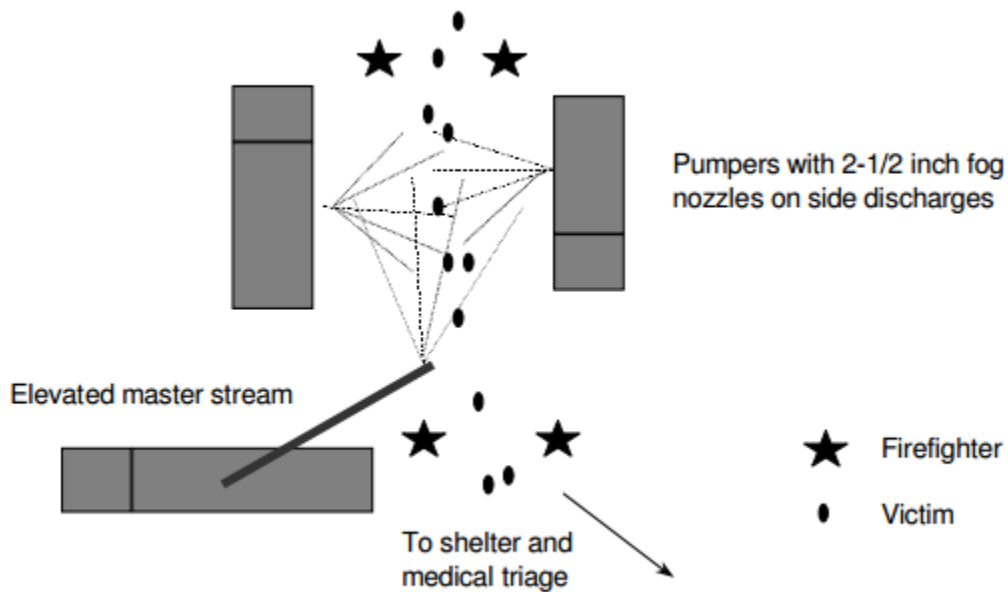
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- A rinse area
- A dressing area
- A contamination monitoring station

The following illustrations show example layouts of an outside decontamination site using fire fighting apparatus and of an inside decontamination site during cold weather operations.

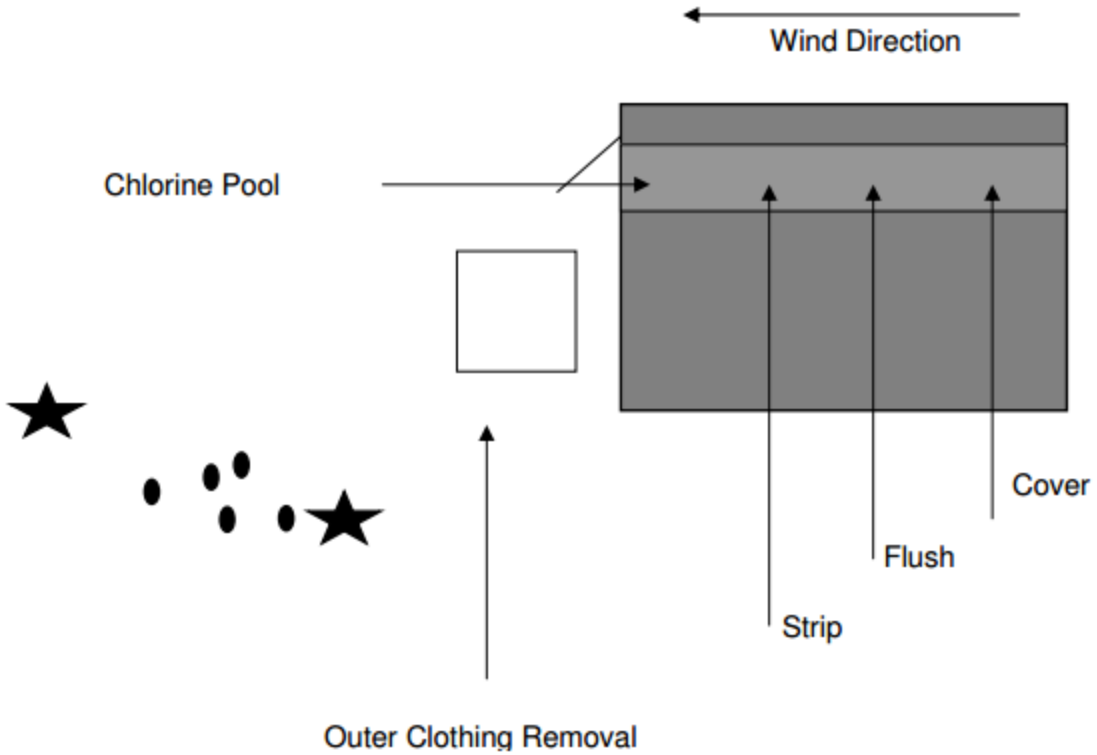
### ***Emergency Mass Casualty Decontamination Corridor***



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## ***Cool or Cold Weather Decontamination***



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## **Decontamination Issues**

Serious issues of concern to ambulatory victims will be privacy, speed, and the safety of their families (i.e., small children, the elderly, and the handicapped). Speed and safety are interrelated. Responders must also consider crowd control, protection for personal property and responder's equipment, and maintaining the chain of custody for evidence. Law enforcement officers wearing appropriate PPE may be required on the decontamination lines to perform these tasks.

### ***Privacy***

- Restrict media access to the decontamination lines as much as possible.
- Provide covered areas for decontamination when possible.
- When possible, process men and women through separate decontamination stations.
- Separate victims who refuse to cooperate from cooperative victims.

### ***Speed and Safety of Decontamination***

- For ambulatory vs. non-ambulatory victims:
  - Use separate decontamination stations for ambulatory and non-ambulatory victims to speed decontamination of ambulatory victims.
  - Concentrate medical resources for treating symptomatic victims in the non- ambulatory line.
  - Remove symptomatic victims from immediate view to calm other victims.
- For first responders vs. victims:
  - Establish a separate decontamination corridor for first responders to facilitate their timely return to operations.
  - Ensure the first responder corridor is clearly marked "Responders Only" and out of view from the victim's decontamination corridors to preclude victims from attempting to use the first responder line and slowing operations.

### ***Rest and Rehabilitation***

- Establish rest and rehabilitation areas for responders. These areas should provide life support functions and allow responders to exchange, clean, or repair their equipment. For example, provide spare air bottles for exchange or arrange for a compressor to refill air bottles on the

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scene.

- Periodically monitor the decontamination corridors and equipment for a buildup of contamination.
  - Close contaminated lines.
  - Open new lines upwind, uphill, and upstream.
- Establish procedures to periodically replace workers on the decontamination corridors.

### **Cover**

- For outdoor decontamination corridors, several options for overhead cover are available, including:
  - Ladder trucks with salvage covers hung from the extended base ladder section.
  - Pike poles, ground ladders, or ropes strung between fire engines and draped with salvage covers.
  - Inflatable tents.
- Local stores, hospitals, hotels, and restaurants may be able to provide post- decontamination personal cover materials. These include:
  - Blankets.
  - Sheets.
  - Tablecloths.
  - Robes.
  - Large, opaque plastic trash bags.
  - Disposable, opaque rain ponchos.
  - TYVECK or other disposable coveralls.

### **Contaminated Item Storage**

- All removed clothing or responder equipment should be placed in large, individually identified plastic bags or drums for later decontamination, monitoring, disposal as hazardous material, or use as evidence. The owner of the clothing or equipment should receive a voucher for their belongings.
- Each individual should also receive a small "personal" bag and a voucher for personal articles such as wallets, purses, rings, watches, etc.
- Return these items following complete decontamination and 24-hour monitoring, or
- Notify the person of the final disposition of their property, i.e., their goods will be destroyed as hazardous material, used as evidence, etc.
- Ensure all containers are marked and responders obtain and document appropriate identification and contact information, such as the owner's

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name, home address, telephone number, etc. This ensures the individual can be contacted later for interviews, medical follow-up, or notification of the disposition of their property.

### ***Runoff Containment***

- If time and resources allow, confine the water runoff to an isolated area.
- If runoff goes into the storm drainage system, notify the Department of Environmental Conservation, Public Works, and locations downstream immediately.
- If runoff goes into the sanitary sewer system, notify the Department of Environmental Conservation and the receiving wastewater treatment facility immediately.
- If runoff goes into streams, rivers, or the sea, notify the US Coast Guard.

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## **WMD Triage and Treatment**

### **Chemical Agents**

The U.S. Army Medical Research Institute of Chemical Defense provides the following suggestions for assessing casualties from a terrorist event involving chemical agents.

To make an initial assessment of the clinical presentation, use the memory aid **SOAP**.

**S**ubjective information such as symptoms.

**O**bjective information such as signs.

**A**ssessment or diagnosis.

**P**lan of treatment such as:

- Protection.
- General supportive therapy.
- Specific antidotal treatment.
- Decontamination.
- Evacuation.



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For a more detailed assessment, use the memory aid **ASBESTOS**.

**Agent(s)**. What are the agent type and toxicity, the estimated dose, and the potential lethality of the exposure?

**State(s)**. What is the physical state of the agent (solid, liquid, gas, vapor, aerosol, or a combination)?

**Body site(s)**. What were the route(s) of entry and where was the casualty exposed?

**Effect(s)**. What is the distribution of effects, local or systemic?

**Severity**. Are the effects mild, moderate, or severe?

**Time Course**. When did the effects begin? Are they more or less severe now? Will they get better or worse in the future?

**Other Diagnoses**. Is there something else that would account for these effects (differential diagnosis) and are there other effects or symptoms (additional diagnosis)?

**Synergism**. Are there effects from combined or multiple exposures or insults?

## Section 12: Disaster Recovery

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### **Introduction**

This section covers post-incident actions such as damage assessment, post-incident review, and community healing programs.

The substance of recovery has mainly to do with how to get financial, organizational, and human resources focused on both short-term and long-term needs, based on locally defined priorities. Recovery actions typically involve:

- Analyzing post-disaster conditions and opportunities for restoring the community to pre-disaster condition or better.
- Repairing and restoring key facilities for short-term functioning of the community.
- Hazard abatement (short-term) and mitigation (long-term), including whether to rebuild in vulnerable areas.
- Housing recovery (temporary and long-term).
- Local business district recovery and temporary business resumption.
- Key economic facility recovery (e.g., ports or rail facilities).
- Maximizing available State and Federal assistance.
- Leveraging public assistance (typically limited) to most effectively maximize and attract private capital.
- Making the community attractive for investment capital needed to reconstruct buildings and restore business activities and housing.

The recovery process is defined by the way the community organizes itself to make decisions, set priorities, and work with affected subgroups of the populations and key stakeholders. The recovery process involves:

- Strategies to plan for recovery of hard-hit individual areas while allowing “normal” functions to continue in unaffected areas.
- Strategies for community participation and investment of stakeholders.
- How to reorganize the bureaucracy and policy-adoption process for recovery.
- How information is collected and analyzed.
- How to use and support existing and emergent community-based organizations and human resources.

## Section 12: Disaster Recovery

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### **Guidelines for the Transition to Recovery**

The following guidelines are for the orderly transition of management responsibilities to the incoming Incident Management Team as well as the release of teams. Some information will need to be in writing and some may be verbal.

#### **Assumption of Responsibilities**

The assumption of an incident by a team must be as smooth and orderly as possible. The team already in place is in charge until officially released. Release should not occur until incoming team members are briefed. The requesting agency should specify the expected time of arrival and expected time of transition by the incoming team.

The *current* Incident Commander should contact the local dispatch facility in advance and arrange for any expected support staffing needs, a location for the Agency Administrator briefing, and transportation. The *incoming* Incident Commander should contact the Borough as soon as possible after being assigned the position.

The Borough should accomplish the following prior to the arrival of the incoming team:

- Determine Incident Command Post/Emergency Operations Center location.
- Order support equipment, supplies, and initial support organization for the incident.
- Determine transportation needs of the team and obtain vehicles.
- Schedule Agency Administrator briefing time and location.
- Obtain necessary information for the Agency Administrator briefing.
- Obtain necessary communications equipment and support for the incident.

There should be two briefings for the incoming team. The first briefing should be by the Agency Administrator, such as the Borough Mayor or Emergency Manager at a site away from the incident. The second briefing should be by the existing Incident Commander at the Incident Command Post/Emergency Operations Center. The needed time for transition will depend upon incident complexity, expertise of the existing team, and /or other issues.

## Section 12: Disaster Recovery

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Note: The procurement process may change as an incident moves from the emergency phase to damage assessment to recovery. Ensure that proper procurement systems are in place according to the phase of the incident.

### Briefings

The briefing from the Agency Administrator should take place as soon as the incoming team is assembled. The Mayor or designated representative should provide the following information:

<b>Section</b>	<b>Information to be provided to incoming IMT by Agency Administrator</b>
General	<ul style="list-style-type: none"><li>• Overview of situation (name and number of incident, size; size, location, and land status; name of IC; weather conditions; incident behavior thus far; current tactics, IC Post and EOC locations; other factors influencing strategy, resources, and tactics)</li><li>• Status of disaster declarations (local, state, federal); inter-agency agreements in effect</li><li>• Written delegation of authority to incoming IC</li><li>• Information about existing or anticipated Unified Command organization</li><li>• Names and skills of technical experts</li><li>• Recovery priorities and political considerations</li><li>• News media procedures</li><li>• Desired date for transition to occur</li><li>• Safety issues</li></ul>
Operations	<ul style="list-style-type: none"><li>• Strategy and tactics</li></ul>

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Planning	<ul style="list-style-type: none"><li>• Local unusual incident behavior and incident history</li><li>• Local plans and ordinances that may impact recovery</li><li>• Legal considerations (including investigations underway)</li><li>• Pre-plan or resource protection plans available</li><li>• Borough and agency needs for release of resources in place</li><li>• Incident Status Summary reporting requirements (ICS Form 209) and copy of current form</li><li>• Status of Borough and local agency personnel; rest and rotation policies</li><li>• Borough and agency rehabilitation and demobilization policies</li></ul>
Logistics	<ul style="list-style-type: none"><li>• Transport routes</li><li>• Ordering procedures</li><li>• Procurement unit in place or ordered</li><li>• Procedures and facilities for eating and sleeping</li><li>• Local medical facilities</li><li>• Contacts with local law enforcement agencies</li></ul>
Finance	<ul style="list-style-type: none"><li>• Fiscal constraints</li><li>• Cost sharing arrangements</li><li>• Contracting officer</li><li>• Potential for claims</li></ul>

The current IC must brief the incoming team upon their arrival. The incoming team should not assume command until thoroughly briefed. A specific time for command change should be specified.

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<b>Section</b>	<b>Information to be provided to incoming IMT by current IC</b>
General	<ul style="list-style-type: none"><li>• Incident map and Incident Action Plan</li><li>• Time of start and point of origin of incident</li><li>• Weather, weather forecast, topography, and local hazards</li><li>• Incident behavior concerns</li><li>• Review of existing recovery activities</li></ul>
Operations	<ul style="list-style-type: none"><li>• Strategy and tactics</li><li>• Aircraft use and availability</li><li>• Hand crew operations</li><li>• Debris removal</li><li>• Public facilities</li></ul>
Planning	<ul style="list-style-type: none"><li>• Available resources</li><li>• Resources ordered</li><li>• Aerial photos, usable maps, GIS products</li><li>• Duplicating facilities</li></ul>
Logistics	<ul style="list-style-type: none"><li>• Incident Command Post/EOC location</li><li>• Shelter and Disaster Assistance Center locations</li><li>• Access routes to incident, transportation resources, and traffic plan</li><li>• Communication plan</li><li>• Medical plan</li></ul>
Finance	<ul style="list-style-type: none"><li>• Status of agreements for recovery efforts</li><li>• Status of current and anticipated claims</li><li>• Status of payroll functions and time reports</li></ul>

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### **Disaster Recovery Team Responsibilities**

The Borough, cities, and other jurisdictions have specific responsibilities in recovering from a disaster. The matrix listed below depicts the functional responsibilities assigned to the Borough departments and/or key personnel, cities, and other jurisdictions.

#### **Function**

#### **Departments/Agencies**

Political process management; interdepartmental coordination; policy development; decision making; and public information.

Borough Mayor's Office  
City Manager's Office  
Jurisdictional Management

Land use and zoning variance; permits and controls for new development; revision of building regulations and codes; code enforcement; plan review; and building and safety inspections.

Borough Planning Department  
City Planning Departments  
Jurisdictional Planning  
Departments

Restoration of medical facilities and associated services; continue to provide mental health services; and perform environmental reviews.

Local Health Care Providers

Debris removal; demolition; construction; management of and liaison with construction contractors; and restoration of utility services.

Borough Public Works Department.  
City Public Works Department  
Jurisdictional Public Works Depts.  
Utility Districts

Housing programs; assistance programs for the needy; oversight of care facility property management; and low income and special housing needs.

Alaska State Housing Authority

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Public finance; budgeting; contracting; accounting and claims processing; taxation; and insurance settlements.

Borough Finance Department  
City Finance Department  
Jurisdictional Finance Depts.

Redevelopment of existing areas; planning of new redevelopment projects; and financing new projects.

KPB and City Planning  
Departments and Commissions

Applications for disaster financial assistance; liaison with assistance providers; on-site recovery support; and disaster financial assistance project management.

Borough Office of Emergency  
Management  
Borough Finance Department  
City Finance Department

Advise on emergency authorities, actions, and associated liabilities; preparation of legal opinions; and preparation of new ordinances and resolutions.

State Department of Law  
Borough Attorney  
City Attorney

Government operations and communications; space acquisition; supplies and equipment; vehicles; personnel; and related support.

Borough Finance Department  
Jurisdictional Administration



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### Damage Assessment

Damage assessment is conducted in three phases: Initial Damage Assessment, Preliminary Damage Assessment, and Damage Survey Reports Development. The initial assessment provides supporting information for the disaster declaration, and is the responsibility of the local government. The preliminary damage assessment and the damage survey reporting process are in-depth analysis of long-term effects and costs of the emergency, and are done with the combined efforts of local, state, and federal agencies.

### Proper Damage Assessment Procedures

The following are things that assessment teams and officials should and should not do during the damage assessment process:

#### DO

- **Prepare maps detailing areas of damage.** Separate maps showing private and public damages should be prepared. This will assist Federal and State assessment teams in locating damages. It also provides local officials with the entire picture of how much, and where, the damage has occurred.
- **Maintain detailed records of labor, equipment, and supply costs from the outset of the disaster.** This will ensure that if Federal assistance is provided, all eligible costs will be considered.
- **Provide budget information.** Accurate and complete budget information is critical to making a competent decision when assessing the ability of a community to deal with and recover from a disaster. Both annual and maintenance budgets for the fiscal year should be provided.
- **Review insurance coverage.** Insurance coverage is always considered when determining the amount of assistance needed. This is particularly important if a public facility is located within a designated floodplain. Flood insurance must be carried on public facilities located in floodplains. If the facility is not covered, the amount of assistance will be reduced by the amount of coverage which could have been provided.

#### DON'T

- **Pad costs and inflate figures.** Padding costs and figures to make the damages appear greater than they are is the most detrimental action that can be taken. Such an action does not guarantee disaster assistance. It cannot be emphasized enough that only *actual* damage and reasonable costs be reported.

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- **Include “deferred maintenance” items.** It must be emphasized that only disaster-related damages be reported. Chronic problems or those resulting from a lack of maintenance will not be included in any assistance received.
- **Forget to assess public damages.** The victim of a disaster is always the first consideration. But damages to roads, bridges, and public buildings and facilities may also have occurred. It is critical to receiving a Public Assistance declaration to have these assessments along with the damages to private residences and businesses.

### **Initial Damage Assessment**

Organization and supervision of the initial damage assessment is the responsibility of the **Planning Section**, with supporting fiscal documentation from the **Finance Section**. Efficient accomplishment of this task will require major assistance from all departments and available volunteer resources. If the city and borough can document actual costs, these should be used to develop accurate cost estimates. Record keeping, especially of expenditures, should be started very early in the incident. The Finance Section will assign a charge code to which all incident-related expenditures will be assigned.

The initial damage assessment should begin as soon as possible after the impact of the emergency, and should be conducted using the following priorities:

- Priority 1 - Public safety and restoration of vital services. Each facility should be analyzed for structural integrity and safety, functional capability, and estimated cost to repair or replace.
  - EOC, Dispatch-Communications centers, fire stations.
  - Hazardous materials industries, natural gas pipelines
  - Hospitals, schools, and shelters
  - Power, telephone, and radio communications systems
  - Bridges and overpasses.
- Priority 2 – Private establishments with important community functions.
  - Major businesses
- Priority 3 - Assessment of damage to support emergency or major disaster declaration. An estimated number of private dwellings and businesses affected by the incident will be needed to support the request for a state or federal declaration. A cursory, “drive-by” damage assessment should be made at the same time as the more detailed survey required for Priority 1 and 2 facilities.

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- Private homes, multiple family dwellings
- Businesses

### **Preliminary Damage Assessment**

The initial damage assessment should provide the basis for subsequent assessment activities. The preliminary damage assessment builds upon that information to provide supporting documentation for state and federal disaster assistance. Assessment activities shall be directed and supervised by the Planning Section, with cost information provided by the Finance Section.

- Assign personnel to State and Federal Damage Assessment Teams. The Planning Section should arrange appointments with managers and/or owners of affected facilities in order to facilitate the process. The State/Federal teams will complete the FEMA forms. Although KPB is not responsible for completing these forms, personnel assigned to teams should be familiar with the information gathered on them.
- Gather information using survey/damage assessment teams on foot (door-to-door surveys); in vehicles or vessels (observing damage through a slow moving car/boat); using aerial surveillance; and/or using telephone surveys if phone lines are still operable.
- Verify any information gathered second-hand or through hearsay as soon as possible.
- Provide current cost estimates (Finance Section Chief) and damage assessment information (Planning Section Chief) to the other members of the General Staff.
- Include, to the extent possible, the following information in the preliminary damage assessment:
  - A description of the disaster
  - Where the disaster struck
  - Approximate number of families affected
  - Demographics of the affected area
  - Whether the disaster is still occurring, as well as other current conditions
  - Any conditions that could affect the ability to carry out relief operations
- Note the affected areas as precisely as possible on street maps. Create a master map of all affected areas that consolidates information from the street maps and shows the overall extent of the disaster.
- Provide demographic characteristics of the affected areas, including basic dwelling structure types, home ownership, and adequacy of hazard

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insurance.

- Acquire information of interest to other functions, such as reports of deaths and injuries, evacuated families, and widespread utility outages. Any such information should be passed to the appropriate ICS functions.

### **Individual/Private Damage Assessment**

The following information must be gathered and compiled for individual damage assessment:

- Number of persons dead, injured, or hospitalized.
- Number of persons evacuated and number sheltered.
- Number of businesses (including apartment buildings) destroyed, or with major, minor, and affected damage.
- Number of residences (including mobile homes and apartment residences) destroyed, or with major, minor, and affected damage.
- Estimate of percentage of insurance coverage. This information may be obtained from Realtors, tax assessors, insurance companies, and lending institutions. Flood insurance information is available from the National Flood Insurance Program or local insurance agents.
- Agricultural losses. Loss of all buildings, equipment, cropland and livestock of operating farms.

### **Damage Survey Reports Development**

The FEMA Damage Survey Reports (DSR) process is the primary responsibility of the state and federal representatives on the Damage Assessment Teams, and is the third phase of the damage assessment process. During this phase, detailed evaluations of the fiscal and social impacts of each project are developed and documented. The primary purpose of the DSR is to document the scope of work for the repair of eligible public assistance projects and establish an estimated cost for them.

A well-documented and thorough preliminary damage assessment will facilitate the DSR development process. The Borough will have the opportunity to assign a person or persons to the Damage Survey team to participate in this process.

Logistics may arrange for office space, document reproduction services, and other services for state and federal damage assessment teams. If federal mobile homes are to be provided for use as emergency shelter, Logistics may assist in choosing sites and site preparation, consistent with local comprehensive land use plans.

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### **Debris Removal**

The clearance and disposal of debris is an essential element of the immediate recovery efforts of a community following a natural disaster. The task of clearing debris is so critical to life safety and security that it is often considered a response rather than a recovery activity. Some of the main tasks involved in debris clearance and disposal are:

- Remove debris from public rights-of-way.
- Remove debris from other public property.
- Coordinate or assist in removal of debris from private property, within the limits established by the community.
- Establish disposal sites.
- Provide input for contracted disposal, including burning.
- Deal with hazardous materials disposal requirements.
- Provide assistance in cleanup of hazardous waste spills.
- Provide for increased garbage volume and construction debris.

### **Rebuilding**

Shortly after a disaster occurs and emergency needs have been addressed, the focus of community recovery shifts to reconstruction. However, before reconstruction can occur, damaged structures must be inspected and the owners and occupants must be notified of conditions for continued use of these structures.

Reconstruction and return to normalcy require some or all of the following:

- Inspection of homes and businesses in affected area for health and sanitation hazards, safety, and structural integrity. Coordinate inspections with utility service providers to ensure code compliance.
- Building permits (issued by the State Fire Marshall's Office, not the Borough)
- Access to damage buildings according to an established policy that may establish safety guidelines for entry to damaged buildings (who is allowed in and for how long, safety measures to be taken, legal requirements, etc.)

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### **Disaster Recovery Assistance for Local Citizens**

#### **Disaster Recovery Center (DRC)**

The Logistics Section may need to arrange a large facility to serve as a Disaster Recovery Center (DRC), where citizens can meet with federal/state/local and volunteer agency representatives to apply for disaster assistance. Appropriate facilities include schools, churches, and community centers. The Public Information Officer should coordinate the advertising for the DRC through the Joint Information Center (if activated). Federal, state, local, and volunteer agencies may provide or accept applications for the following services through the Disaster Recovery Center:

- Temporary housing for disaster victims whose homes are uninhabitable because of a disaster.
- Essential repairs to owner occupied residences in lieu of temporary housing, so that families can return to their damaged homes.
- Disaster unemployment and job placement assistance for those unemployed because of a major disaster.
- Disaster loans to individuals, businesses, and farmers for refinancing, repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.
- Agricultural assistance payments and technical assistance, and federal grants for the purchase or transportation of livestock.
- Information on the availability of food stamps and eligibility requirements.
- Individual and family grants to meet disaster related expenses and other needs of those adversely affected by "major disasters" when they are unable to meet such needs through other means.
- Legal counseling to low income families and individuals.
- Tax counseling concerning various disaster- related tax benefits.
- Consumer counseling and assistance in obtaining insurance benefits.
- Crisis counseling and referrals to mental health agencies to relieve disaster caused mental health problems.
- Social Security assistance for recipients or survivors, such as death or disability benefits or monthly payments.
- Veteran's assistance, such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veteran's Administration if a VA insured home has been damaged.
- Other specific programs and services as appropriate to the disaster.

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Disaster Recovery Centers can be developed with the support of the American Red Cross, the Salvation Army, or other Aid organizations.

For information on helping child victims after a disaster, visit the Federal Emergency Management Agency and American Red Cross websites where publications are available.

[www.fema.gov](http://www.fema.gov)

[www.redcross.org](http://www.redcross.org)

For more information on the types of assistance available and how to apply, see the Assistance section of the Disaster Recovery Annex of the KPB Emergency Response Plan.

### Vital Facilities

Within each community and service area, certain facilities have been identified as vital to the resumption of critical services and restoration of critical infrastructure within a community.

The priorities reflected in this list are general guidelines for returning the affected Kenai Peninsula Borough community or communities to operational and economic normalcy following an emergency.

Type of Service	Priority 1	Priority 2	Priority 3
<b>Communications</b>	Emergency response EOC EAS radio station services Warning sirens	Essential phone circuits Non-EAS radio stations	Data and other commercial communications services
<b>Facilities</b>	Dispatch Centers Fire Stations Hospital Shelters Water Treatment Plant Police AST	Grocery Stores Public Works Sewer Treatment Plant City/Borough offices Port/Harbor office State/Federal offices	Schools (non-shelters) Library Businesses
<b>Energy</b>	Power to fuel pumps Power to EOC Power to shelters Power to hospital Power to water treatment	Power to sewer treatment Heating/cooking Power to public facilities	Dwellings Businesses
<b>Transportation</b>	Primary routes Evacuation routes Airport	Secondary routes Port facilities	Harbor facilities

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<b>Equipment</b>	Emergency generators Emergency response	Heavy Equipment	Buses
<b>Personnel</b>	Borough dept. heads Emergency response personnel IMT staff	Workers essential to reconstruction, debris and waste disposal	Personnel necessary for economic recovery
<b>Water</b>	Fire suppression Potable water Sanitation	Industrial processes	

### Recovery Task Force

The Recovery Task Force is established to oversee the recovery and reconstruction process and serve as an advisory committee to local government officials responsible for recovery activities. The task force will also identify mitigation opportunities, identify resources, and ensure maximum control over the recovery process.

The task force would normally begin meeting immediately following an in-depth borough-wide damage assessment. The group's responsibilities include, but are not limited to, preparing a redevelopment plan, developing procedures to carry out build back policies, developing policies for redeveloping areas that have sustained repeated disaster damage, develop policies that promote mitigation from future damage, and develop priorities for relocating and acquiring damaged property. The Recovery Task Force may establish subcommittees to address specific recovery issues.

The Recovery Task Force should be mobilized for at least 60 days following the Borough Mayor's request to declare a disaster area. The Borough Assembly can repeal or extend the activation of the task force.

### Responsibilities of The Recovery Task Force

- Review damage reports and other analysis of post-disaster circumstances, compare these circumstances with mitigation opportunities, and identify areas for post-disaster development changes.
- Initiate recommendations for enactment, repeal, or extension of emergency ordinances, moratoriums, and resolutions.
- Recommend and implement an economic recovery program focusing on local community needs.
- Recommend zoning changes in damaged areas.
- Recommend land areas and land-use types that will receive priority in the recovery and reconstruction process.



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- Recommend procedural changes for non-vital regulations and development standards to reduce reconstruction time.
- Initiate recommendations for relocation and acquisition of property in damage areas.
- Initiate a property owner notification program to inform nonresident property owners of damages incurred to their property and any post-disaster requirements or restrictions imposed by local authorities.
- Evaluate damaged public facilities and formulate reconstruction, mitigation, or replacement recommendations.
- Participate in the preparation of a community redevelopment plan.
- Make recommendations for new ordinances, plans, codes, and/or standards to assist in recovery from future disasters.
- Identify funding sources for mitigation and recovery projects, including State and Federal assistance programs, private sector funding, and public donations.

### **Members of The Recovery Task Force**

The Recovery Task Force should include a Disaster Recovery Coordinator, an Economic Recovery Coordinator, and a Hazard Mitigation Coordinator as well as a Chairperson.

The following members may be considered for the task force:

Borough/City Mayors	Community Services representative
OEM representative	Planning Department representative
Local Manager or Administrator	School District representative
Finance Department representative	Business community representative
Public Information Officer	Human Services representative
Utilities representative	Primary community groups
Attorney	Others who fill key roles in the local community
Public Works representative	
Community Development representative	Visitor and Convention Bureau representative

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### **Planning Role of Recovery Task Force**

The Recovery Task Force will meet on a continuing and regularly scheduled basis to discuss its specific roles and responsibilities in accordance with the ordinance, and relative issues associated with recovery from a major disaster emergency. This would include, but not be limited to preparing a redevelopment plan for the Borough, developing procedures to carry out the Borough's buildback policy, developing policies for redeveloping land areas that have sustained repeated damages, developing priorities for relocating and acquiring damaged property, establishing special committees and subcommittees within the task force to deal with specific issues during the disaster recovery process, establishing criteria to determine reconstruction and rebuilding priorities, developing procedures that promote the mitigation of future disaster damage through activities carried out during recovery and reconstruction, and recommending changes to the Kenai Peninsula Borough Post-Disaster Strategic Plan and Kenai Peninsula Borough Comprehensive Plan.

### **Responsibilities of the Recovery Task Force**

The Recovery Task Force will be responsible for advising the Borough Assembly and Administration on a wide range of post-disaster recovery, reconstruction, and mitigation issues. The Recovery Task Force will have the following responsibilities:

1. To receive and review damage reports and other analyses of post-disaster circumstances and to compare these circumstances with mitigation opportunities identified prior to the disaster and to discern appropriate areas for post-disaster change and innovation. Where needed, the Recovery Task Force can review alternative mechanisms for bringing these changes about and recommend the coordination of internal and external resources for achieving these ends.
2. In addition to the responsibilities above, the Recovery Task Force will:
  - a) Initiate recommendations for the enactment, repealing or extension of emergency ordinances and resolutions for consideration.
  - b) Review the nature of damages, identify and evaluate alternate program objectives for repairs and reconstruction, and formulate recommendations to guide community recovery.

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- c) Formulate special committees and sub-committees as situation warrants.
- d) Recommend and implement an economic recovery program focusing on rapid recovery of the tourism industry and other related businesses.
- e) Recommend rezoning changes in areas of damage, when deemed appropriate.
- f) Set a calendar of milestones for recovery tasks.
- g) Recommend the repealing or extension of a moratorium.
- h) Recommend land areas and land use types that will receive priority in recovery.
- i) Recommend blanket reductions in non-vital zoning regulations and development standards (e.g., buffering, open space, side setbacks, etc.) to minimize the need for individual variances or compliance determinations prior to reconstruction.
- j) Recommend procedures to document actual uses, densities and intensities and compliance with regulations in effect at the time of construction, through such means as photographs, diagrams, plans, affidavits, permits, appraisals, tax records, etc.
- k) Evaluate hazards and the effectiveness of mitigation policies and recommend the amendment of policies.
- l) If necessary, recommend land areas for the redevelopment of land uses that sustained or has sustained repeated damages.
- m) Initiate recommendations for relocation and acquisition of property.
- n) Initiate a property owner notification program, basically to inform non- resident property owners of damages incurred to their property; and post- disaster conditions and requirements imposed by the Borough.
- o) Participate in Federal and State hazard mitigation planning.
- p) Initiate hazard mitigation projects or recommended programs for consideration of State or Federal funding.
- q) Evaluate damaged public facilities and formulate alternative mitigation options (i.e., repair, replace, modify or relocate).
- r) Participate in the preparation of a redevelopment plan in conjunction with other Federal, State and local emergency officials.
- s) Review emergency actions and recommend amendments to the Kenai Peninsula Borough's: 1) Post-Disaster Ordinances; 2) Post-Disaster Strategic Plan; 3) Emergency Response Plan; 4)

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Emergency Operations Center's Standard Operating Procedures; and 5) the Administrative Code.

3. The Recovery Task Force will recommend the appointment of the following positions:

### **Incident Recovery Coordinator**

**Purpose:**

To facilitate the coordination of disaster assistance from the Federal Government and State agencies available to the Kenai Peninsula Borough following a disaster emergency.

**Duties:**

Will consist of, but not be limited to, the following:

- Determine the types of assistance available to the Borough and the types of assistance most needed.
- Assist in the local coordination of Federal and State disaster recovery efforts.
- Provide local assistance to facilitate Federal and State disaster assistance programs.
- Act as facilitator in securing Federal or State disaster assistance.
- Inform the community of types of disaster assistance available.
- Other duties as directed by the Recovery Task Force or Borough Assembly.

### **Economic Recovery Coordinator**

**Purpose:**

To facilitate the coordination of economic recovery with the business community following a disaster emergency.

**Duties:**

Will consist of, but not limited to, the following:

- Determine the potential or actual impacts to the local economy and determine short-term and long-term strategies for consideration.

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- Assist in the local coordination of Federal and State economic recovery efforts.
- Act as facilitator in disseminating accurate information to and from the business community.
- Inform the business community of types of disaster assistance available.
- Other duties as directed by the Recovery Task Force or Borough Assembly.

### **Hazard Mitigation Coordinator**

#### **Purpose:**

To facilitate the coordination of hazard mitigation assistance from the Federal Government and State agencies available to Kenai Peninsula Borough following a disaster emergency.

#### **Duties:**

Will consist of, but not be limited to, the following:

- Determine the types of hazard mitigation assistance or funding available to the Borough and the types of assistance most needed.
  - Assist in the local coordination of Federal and State hazard mitigation efforts.
  - Provide local assistance to facilitate Federal and State hazard mitigation assistance programs.
  - Act as facilitator in securing Federal or State hazard mitigation funding for local hazard mitigation projects.
  - Other duties as directed by the Recovery Task Force or Borough Assembly.
4. The Recovery Task Force may recommend any changes in the Comprehensive Plan, development standards, zoning regulations, setback, density, open space, buffering and elevation requirements, building codes, or any other ordinances which it deems necessary or advisable to prevent a recurrence of damages.

5. The Recovery Task Force may also undertake a similar process for

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nonmitigative local objectives and opportunities. The task force may recommend for the Borough Assembly consideration, the following specific opportunities:

- Enhancement of local recreational and open space opportunity.
- Enhancement of public access to estuaries, rivers and beaches.
- Enhancement and restoration of local natural ecosystems.
- Reduction of traffic congestion, noise, and other transportation-related problems.
- Enhancement of the long-term economic vitality of the local commercial and industrial base.

### **Support for Community Leadership**

The community leadership relies on emergency management to coordinate recovery activities, provide information about those activities (such as status reports and issue identification), and serve as a liaison to outside jurisdictions and organizations, including State and Federal agencies. Following are some of the major ways in which emergency management supports the local leadership in recovery:

- Brief public officials on status of recovery operations and outlook for the immediate future.
- Serve as a local resource and authority on State and Federal disaster recovery assistance programs.
- Serve as liaison to outside agencies on specific issues requested by leadership.
- Hold regular briefings with agency directors to keep them informed of current activities and problems.

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### **Post-Incident Evaluation**

Each time the Incident Management Team and Emergency Operations Center are exercised, either in a real emergency or during a planned drill, it is important that all participants take the opportunity to learn from the experience of managing an emergency incident.

A post-incident evaluation or "debrief" is a tool that can facilitate this process, by allowing incident personnel to reflect briefly on the lessons learned during an emergency response. Consider the following questions in conducting a post-incident evaluation.

- Did Incident Management Team personnel integrate effectively to respond to the incident at hand?
- Were staffing levels adequate?
- Did the EOC space function adequately?
- What were the most successful elements of the incident response?
- What were the major problems?
- What specific actions were taken to improve the effectiveness of the response?
- How did communications flow within the EOC?
- Were all personnel comfortable/familiar with their expected roles and responsibilities?
- How did IMT personnel integrate with other agencies/organizations?
- Was the information in this plan useful in guiding the response? How might you revise the plan based on this experience?
- Was there adequate resource information/telephone numbers in the plan?
- Did external notifications occur quickly and effectively?
- Was the alert/siren system effective?
- Did evacuation occur smoothly?
- Was the shelter facility adequate?
- What were the major "lessons" learned?
- What would you do differently next time?
- What would you do the same?

Keep records of the post-incident evaluations developed and insert copies into this plan to jog memories during future incidents or drills.

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### **Community Healing Programs**

#### **Promoting Community Healing**

In the initial days of the disaster, community officials may be so absorbed with responding to the initial emergency that less tangible needs of the community may be neglected at first. However, community members may suffer from a number of disaster-related stresses, including the following:

- Emotional distress
- Financial loss
- Childcare issues
- Family relationship strain
- Physical health concerns

Community outreach programs are an important component of any disaster response and recovery effort. These programs should include activities that help residents understand the nature and kinds of stress reactions they are experiencing and provide information and resources to assist them in coping with the effects of the disaster.

This section provides short descriptions of a few community outreach techniques and programs that can be implemented following a community disaster event. This section also identifies additional resources available through regional, state, and national organizations to promote community outreach, awareness and healing.

#### **Suggested Community Outreach/Healing Programs**

In the wake of a disaster emergency, community leaders should bring residents together to address and respond to problems on a broader-based community level. It is helpful to use organizations that are already in place – such as churches, trade/professional groups, Moose/Elks/Eagles, Girl/Boy scouts, Tribal or Native organizations, Parent/Teacher groups, etc. Also, special outreach programs can be implemented to reach out to the community as a whole.

Community outreach activities may include the following:

- In-service training for local professionals
- Distribution of community education materials



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- Peer Listener programs
- Talking circles

A comprehensive program of materials and guidance to aid community healing are available FREE OF CHARGE through the Prince William Sound Regional Citizens' Advisory Council, as part of their "Coping with Technological Disasters" series which can be found on their website <http://www.pwsrcac.org/programs/oil-spill-prevention/coping-with-technological-disasters/>.

Call PWSRCAC at 907-277-7222 to learn where to find this program.

### **Community Education Materials**

Community education information can be distributed through printed leaflets, community service announcements on local broadcast media, or print ads in local newspapers.

Community education materials may be general in nature, discussing disaster recovery and response issues, or may focus on specific problems such as depression, anxiety, domestic violence, or substance abuse.

Consider the following in developing and distributing community education materials:

- Determine the specific needs of your community and focus on them.
- Select a time for broadcast announcements when your target audience will most likely be reached.
- Include information on the KPB virtual Joint Information Center website.
- Run social media posts, newspaper ads or articles at regular intervals.
- Place educational leaflets in areas of greatest community interest (community centers, mental health facilities, clinics, other meeting places).
- Distribute leaflets at major public events like festivals, fairs, etc.
- Consider bulk mailing through the post office or door-to-door distribution.
- See Section 7 Incident Communications of this plan for additional communication strategies.

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### **In-service Training for Community Professionals**

Local community professionals such as schoolteachers, law enforcement personnel, and religious/spiritual leaders can take an active role in promoting community healing following a disaster emergency. Because these individuals are in constant contact with members of the community, they should be trained to recognize, counsel, and refer individuals with special needs following a disaster.

In-service training programs provide resources and instruction to guide professionals in promoting the community healing process. The following are suggestions for organizing and administering in-service programs:

- Select a qualified mental health professional to deliver the in-service training.
- Deliver in-service training programs in a manner that makes it easy for local professionals to attend and participate.

### **Peer Listener Programs**

A peer listener-training program can train local residents to provide help to disaster- impacted communities and individuals. The peer listener acts as a friend, advisor and referral agent for individuals that may not desire to seek professional services or may not know that help is available.

Community leaders who are considering using peer listener training to facilitate community healing should consider the following:

- Peer listener training should be provided by qualified mental health professionals.
- Peer listeners should be volunteers from within a community who are highly trusted, dependable, and discreet. They should represent all cultural, ethnic and age groups.
- Peer listener training usually takes about 2 days.
- Community leaders should follow up with peer listeners to ensure all community needs are being met.

## Section 12: Disaster Recovery

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### **“Talking Circle” Outreach Activity**

The talking circle is a traditional Native American activity that involves engaging a group of participants in a dialogue where all participants are considered and treated as equals. In many locations, generations of tribal members have used talking circles in leadership discussions and storytelling. The circle allows each participant to see the others' faces and speak in turn as a stick or feather is passed from hand to hand.

A talking circle can be a powerful tool in initiating community healing following a disaster emergency. The following steps are suggested for organizing a talking circle.

- Identify and contact community leaders to organize each talking circle. These individuals should have strong ties to various segments of the population (age, occupation, and other subgroups) to ensure maximum outreach.
- Identify spiritual leaders to participate in the talking circles. Encourage them to bring traditional ceremonial items to the talking circles.
- Advertise the time and location for talking circles throughout the community. Schedule the talking circles for different times of day and at locations such as community halls, schools, and senior centers to reach out to all members of the community.

## Section 13: Whole Community/Mass Care

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### **Introduction**

The Kenai Peninsula Borough acknowledges the importance of involving the Whole Community in emergency response mitigation, preparedness, response, and recovery. The Whole Community represents individuals, groups, and organizations from the private, public, and non-profit sectors coming together to plan for emergencies ahead of an actual incident, with the objective of a faster and more effective response, care for residents, and an expedient recovery. The Borough continues to experience a rise in the number of emergencies and disasters that occur on the Peninsula, with most years experiencing one, if not more, large scale emergencies. In order to respond appropriately to all hazards on the Kenai Peninsula, we must transform the way we think about, plan for, and respond to local incidents.

OEM continues to implement the Whole Community plan to bring together organizations, businesses, individuals, and the faith-based community to build a disaster response framework to assist people in need, provide for a more effective response, and facilitate the quickest possible recovery during a disaster. This collection of groups is commonly referred to in disaster circles as Voluntary Organizations Active in Disaster (VOAD).

OEM will establish a VOAD Coordinator who will serve on the Kenai Peninsula Borough Incident Management Team and operate under the Incident Command System structure during a crisis. The VOAD Coordinator will lead efforts to build and maintain a database comprised of faith-based churches and groups, businesses, and organizations who have equipment, personnel, and resources available to be used in the community during an emergency.

Emergencies have the potential to severely impact and disrupt normal services including transportation of goods, food supply distribution, electrical and natural gas supplies, and a myriad of tasks typical for daily activities in a community. Whole Community is designed to train and mobilize individuals and organizations within the Borough to be ready to provide resources and services to disaster-affected residents, and interface with the incident management organization so that needs are met and affected communities can return to basic functions as quickly as possible.

OEM will operate a Disaster Help Center (DHC) to meet the needs in the community during a crisis. The DHC(s) will be an identified location that can address one or more of the following needs during an emergency: Food, Individual Assistance, Daytime or Overnight lodging, Pet Sheltering, and public information.

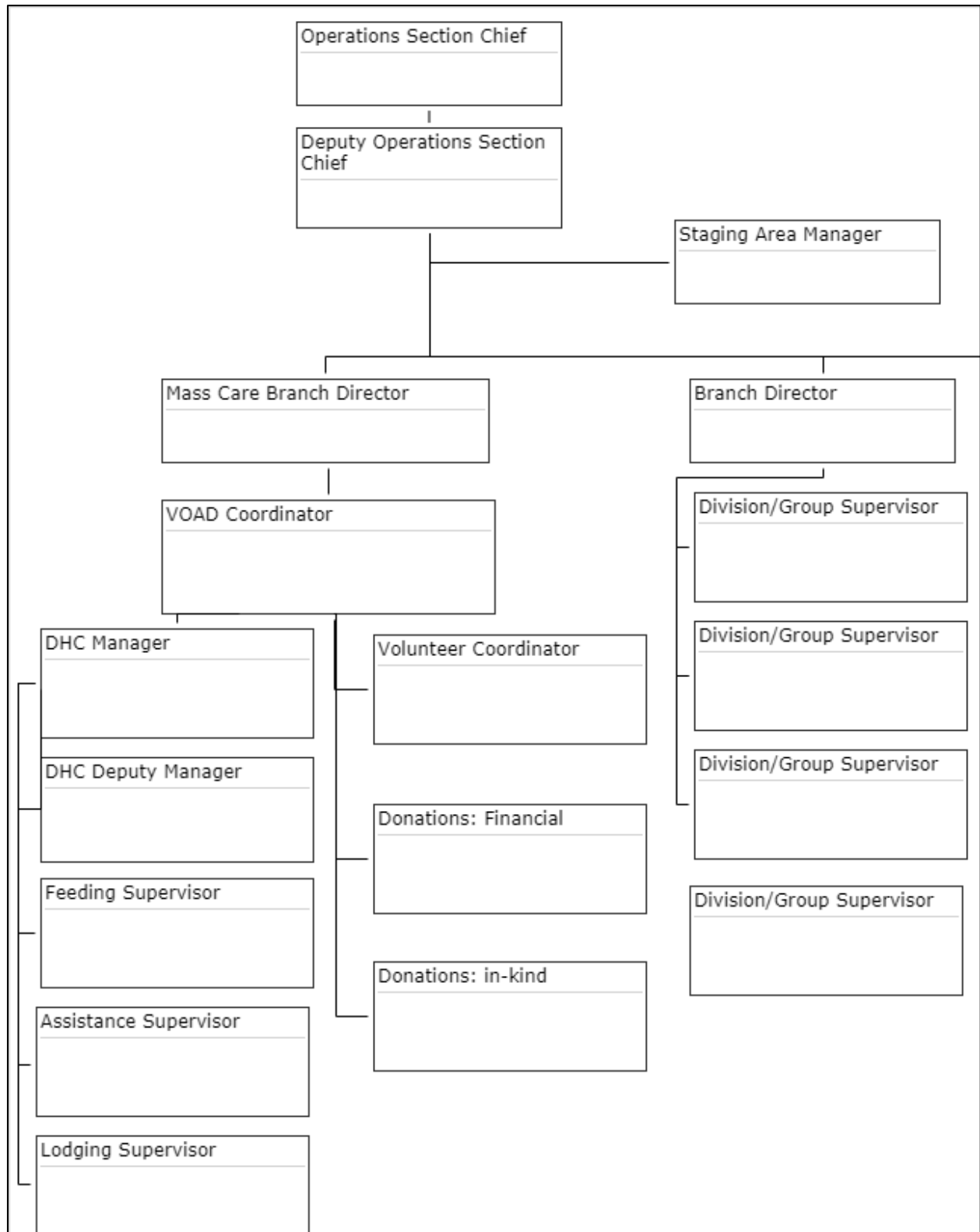
## Section 13: Whole Community/Mass Care

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OEM will only activate the functional areas of the DHC that are deemed necessary for the current incident. OEM has discretion to bring in outside agencies to assist with DHC operations and/or provide specific services or functions to community residents and visitors.

The Whole Community/Mass Care annex will be operated at the discretion of the Kenai Peninsula Borough Office of Emergency Management. The VOAD Coordinator will be a member of the Borough Incident Management Team under the Operations section and will be the principal lead for Disaster Help Center(s). The operations section chief may designate a mass care branch if required for adequate span of control, the VOAD coordinator will be placed in this section.

# Section 13: Whole Community/Mass Care



## Section 13: Whole Community/Mass Care

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### **VOAD Coordinator**

OEM will identify a VOAD Coordinator who will operate under the Incident Command System structure during a crisis. The Coordinator will manage and lead the Borough's response efforts for the following areas:

- **Community Organizations:** Identify community-based organizations to be placed under the Whole Community umbrella for disaster response, and list available resources in a database.
- **Faith-based groups:** Identify and develop Pastors, churches and groups for disaster response, list facilities where operations may be conducted, and train personnel for response efforts.
- **Affiliated Volunteers:** Develop a process to ensure organizations have properly vetted their volunteers. Organizations should be encouraged to develop their capability to absorb additional volunteers during a disaster.
- **Spontaneous Volunteers:** recruit, perform background checks, direct, and maintain a database.
- **Donation Management:** Develop and manage a system and process to accept and distribute financial and in-kind donations. The donation management program should encourage online financial donations as the primary means of accepting monetary contributions from the public. Online contributions allow contributions to be accepted from outside of the Kenai Peninsula which may occur during large scale disasters. Proper accounting principles must be followed to account for all contributions, with a report following completion of the incident.

### **Disaster Help Center (DHC)**

The Disaster Help Center is the method whereby the Kenai Peninsula Borough will address specific needs facing the community and visitors during an emergency, commonly referred to as Mass Care. The Office of Emergency Management (OEM) has primary responsibility to identify the need for mass care, the location(s), scope of services to be offered, staffing, and resources required. OEM has the discretion to utilize community organizations, agencies, departments, and volunteers to assist with providing necessary services to the community during the crisis.

OEM will determine the length of time the DHC will be in operation as part of the overall response to the current emergency. The authority having jurisdiction is responsible for the costs associated with operating the DHC.

The Disaster Help Center will be operated under OEM direction through the VOAD Coordinator. In consultation with the VOAD Coordinator, OEM will

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appoint a Manager for the DHC, who will use the Disaster Help Center guide as the framework for all DHC operations. OEM has the discretion to make modifications to the DHC guide as necessary depending on the current crisis.

Utilizing the Incident Command System (ICS), the Incident Commander, OEM Manager or designee will determine the reporting structure for the VOAD Coordinator and the DHC Manager to follow for the duration of the emergency. OEM Manager or designee has the discretion to change the DHC Manager at any time during the incident.

Scope of services to be offered at the DHC will be determined by the VOAD Coordinator, Incident Management Team and/or OEM Manager in consultation with key stakeholders. Services to be offered may include, but are not limited to:

- **Food:** It is recognized that providing snacks and meals to individuals affected by the crisis is highly encouraged as a means to address the potential physical or emotional trauma they may have experienced during the emergency. Additionally, their dwelling may have been compromised during the Event, and the ability to obtain food may be compromised.

OEM will endeavor to utilize the Kenai Peninsula Food Bank, local food pantries, the Faith-based community, organizations, businesses, or individuals to help provide the amount of food necessary to meet needs during the disaster. During an emergency, OEM may choose to obtain food from commercial sources. The Whole Community initiative seeks to build the framework of churches, businesses, and volunteers who would respond during the emergency to assist in providing food to the community.

- **Assistance:** It is anticipated that during any large scale emergency, individuals may have experienced loss of home, property, and perhaps family members. Local, State, and Federal assistance programs may be available to help during and after the crisis. There are numerous organizations and agencies with specific knowledge of services and resources that can assist during the response and recovery phase of an incident.

Depending on the emergency, OEM may ask various agencies or organizations to provide representatives to be placed at the DHC who can assist the community with information and knowledge of programs available as well as technical assistance in filling out the necessary paperwork and forms required.



## Section 13: Whole Community/Mass Care

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- **Daytime or Overnight Lodging or Sheltering:** Large scale emergencies have the potential to affect the community differently. Individuals and families may be displaced from their residence and may need a location to stay during the day or perhaps overnight. Temperatures in Alaska can vary widely with temperatures typically below freezing levels during winter months. It can be a matter of life safety during extreme cold to have a location where the community can come to remain warm and dry.

The availability of commercial lodging may be severely impacted as the quantity of rental locations can be overwhelmed due to the number of individuals seeking shelter. As a result, there is potential for a greater amount of people who might utilize the DHC. To the extent possible, Whole Community will address this potential need by working with organizations to identify daytime or overnight lodging or sheltering locations to accommodate displaced individuals.

- **Information:** Accurate and timely information is necessary during any crisis or event that outline the situation and any ongoing actions to resolve the situation, along with expected recovery timelines and expected outcomes. The Kenai Peninsula Borough is anticipated to make Public Information Officers (PIO) available to disseminate information to the public throughout all phases of the event. The KPB will keep the public informed utilizing various tools including the OEM Virtual Joint Information Center website at [www.kpboem.com](http://www.kpboem.com), KPB Alerts phone and email notification system, Borough Call Center, and social media outlets.

Information about the emergency may be printed and posted at the DHC. Depending on the number of PIO's available, the IMT may assign PIO's to the Disaster Help Center to answer questions and provide up-to-date information. All information disseminated will be approved by the Incident Commander or designee through the Incident Command structure.

### **Situation and Assumptions**

There are numerous organizations, churches, businesses, individuals, and other groups that choose to be involved during a disaster response in their community. OEM, VOAD Coordinator, and the Borough Incident Management Team will work together to recruit and organize organizations throughout the community to be prepared for disasters.

It is recognized there are some population groups who may need a greater

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amount of time and assistance to safely evacuate their residence during a crisis. It may require additional time to re-position specialized transportation assets and resources to assist this group in order to effect a proper and complete evacuation. OEM deems advance planning to be highly advantageous as it will require involvement and assistance from individuals, groups, and businesses who are familiar with the resources and complexities required for these population groups.

### **Planning Assumptions**

The KPB does not maintain an active list of all special populations within the Borough. The VOAD Coordinator will work with local organizations to encourage all agencies to develop plans to care for and/or evacuate individuals with access or functional needs during a disaster.

Evacuation and sheltering of special populations is likely to be considerably more complex, time consuming and resource intensive than might be expected. Sheltering-in-place may be more appropriate than evacuation for certain populations (e.g. remote seasonal camps, hospital patients).

It is the responsibility for facilities with large and/or special populations such as schools, hospitals, assisted living facilities, correctional centers and others to develop their own evacuation and sheltering plan for the residents. Organizations are responsible for the evacuation of populations under their care.

Depending on the nature of the incident, extended Disaster Help Center operations may require resources from cities within the Borough, the Municipality of Anchorage, and /or the State of Alaska. Disaster Help Centers within the KPB may be activated absent of a local emergency in order to support evacuation efforts by another Alaskan community.

### **Communications**

In large scale emergencies, damage to the communications infrastructure can be extensive and present unique challenges to emergencies planners and first responders during the response phase.

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

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### **Pet Shelter**

Emergency pet sheltering is designed to meet the needs of individuals 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 in case of evacuations or emergencies. However, there may be situations where pet owners evacuate with their pets and require assistance in sheltering.

The OEM Manager or designee can direct Pet Sheltering to begin operations whenever a local or borough declared emergency or disaster occurs, when the Kenai Peninsula Borough (KPB) establishes a shelter for displaced persons, or whenever animal sheltering assistance is requested by KPB communities or cooperating agencies. The VOAD Coordinator will direct pet sheltering operations to be concurrent with DHC operations where available.

### **Pet Shelter Situation and Assumptions**

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. If shelters for individuals are established during an incident, establishing a corresponding pet shelter should be considered which may encourage some pet owners to evacuate as opposed to sheltering in place.

Protection of human life is the immediate goal of KPB responders. During a disaster emergency, Law Enforcement, Fire Departments, and other responders are not responsible for, but may assist with the rescue, evacuation, sheltering or welfare of animals.

### **Service Animals**

Service animals will be admitted to regular shelters along with their owners. A service animal is any dog that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability. Other species of animals, whether wild or domestic, trained or untrained, are not considered service animals.

The work or tasks performed by a service animal must be directly related to the individual's disability. Examples of work or tasks include, but are not limited to:

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- Assisting individuals who are blind or have low vision with navigation and other tasks.
- Alerting individuals who are deaf or hard of hearing to the presence of people or sounds.
- Providing non-violent protection or rescue work.
- Pulling a wheelchair.
- Assisting an individual during a seizure.
- Alerting individuals to the presence of allergens.
- Retrieving items such as medicine or the telephone.
- Providing physical support and assistance with balance and stability to individuals with mobility disabilities.
- Helping individuals with psychiatric and neurological disabilities by preventing or interrupting impulsive or destructive behaviors.

### **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.

### **Pet Shelter Operations**

A pet shelter may be activated at the same time as Disaster Help Centers 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 look to establish locations to care for domestic household pets as near as possible or adjacent to human shelters where available.

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.

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. 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.

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.

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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.

### **Pet Shelter Administration, Finance, and Logistics**

The KPB, when it initiates a pet shelter, will be responsible for all costs associated with that shelter. Requests for expenditures must be identified on a resource order form submitted 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.

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. Local resources will be committed before local governments request assistance from higher levels of government as described in the EOP.

KPB departments may assist in coordinating delivery of perishable pet supplies and transporting pet trailers to pre-selected locations.

### **Background**

#### **Pandemic History**

The worldwide COVID-19 pandemic in 2020 changed the course of events across the globe as millions of individuals were infected with the coronavirus. Hundreds of thousands needed hospitalization with more than a half million individuals dying from virus complications.

The percentage of Alaskans across the state and in the Kenai Peninsula Borough who were infected, hospitalized, or died from COVID have been less than the national average. The level of impact felt by individuals, organizations, businesses, and local governments have been substantial with the many aspects of healthcare, the economy, and unemployment rates impacted.

The last worldwide pandemic prior to COVID-19 was the 1918 Spanish Flu which affected an estimated 500 million individuals. The number of deaths was estimated to be at least 50 million, with about 675,000 occurring in the United States (source: Center for Disease Control and Prevention). The 1918 Spanish Flu pandemic as well as the 2020 COVID-19 pandemic provide a number of lessons and examples for emergency managers to follow.

The COVID-19 pandemic has provided many lessons for emergency managers that assist in the planning cycle for the next pandemic event. While we are hopeful another pandemic of similar size, magnitude, and duration will not happen again, it behooves all emergency planners to capture best practices and lessons learned to be prepared for the next event.

While there may not be another pandemic as large as COVID-19, there are a number of diseases and conditions that can be transmitted throughout a community and affect large segments of the population.

#### **Impacts**

The level of impact a health emergency may have can vary dramatically depending on the particular crisis event. For example, an outbreak may only affect one community, or perhaps a certain demographic, or only for a limited period of time. At the onset of any health issue, OEM should work with state health officials to determine the level of impact expected in the Kenai Peninsula Borough.

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Based on forecasted models, the Borough IMT can create and map out contingency plans that includes supplies, resources, and personnel which may be needed. OEM and the IMT should consider the level of impact the current health crisis may have on the following areas:

- Health care system
- Hospitals
- Clinics
- Fire Departments
- Public Safety
- Businesses
- Travel
- Tourism
- PPE procurement
- Economy
- Local government
- Seasonal workforce or industries
- Communities on/off the road system

### **Public Health**

The Alaska Department of Health and Social Services (DHSS) is the lead agency in Alaska for all health related emergencies including pandemics, outbreak, or vaccinations. As such, DHSS and local public health offices will organize, direct, and lead any response to a health crisis.

In all health related emergencies, the Kenai Peninsula Borough plays a supportive role and will assist where possible. The KPB Office of Emergency Management will coordinate actions and organize resources on behalf of the Borough. None of the incorporated cities within the Borough have a health department.

### **Kenai Peninsula Borough**

Depending on the size, complexity, and expected duration of the health crisis, the OEM may activate the Borough Incident Management Team and provide information, logistic support for resource requests, or personnel to assist

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public health through points of dispensing or other emergency tasks and services.

At the earliest indication of a pandemic situation, the Kenai Peninsula Borough Office of Emergency Management should undertake steps that may include:

- Activating the Kenai Peninsula Borough Incident Management Team.
- Activate the Borough Information Call Center if necessary.
- Contacting the local Public Health Manager, hospitals, and other healthcare facilities as appropriate and determine immediate needs/requests and how they should be filled.
- Arrange in-person or virtual meetings with State public health, local health managers, hospital representatives, and other healthcare providers.
- Determine if a Disaster Help Center (DHC) should be opened.
- In coordination with Public Health, assist in the planning or execution of open or closed points of dispensing.
- Determine if an alternate care site or alternate testing site is needed.

### **Information**

During an emergency, providing information to the public is important so individuals have the knowledge necessary to make informed decisions. The Kenai Peninsula Borough has a robust Public Information team who are able to assist in sharing news, information, and resources that are available to the public during a crisis.

The Borough maintains a Virtual Joint Information Center (VJIC) website that is used during any large scale emergencies. The VJIC can be used by multiple agencies, organizations, and jurisdictions to provide details, action steps, or emergency-related details to the public.

### **Stakeholder engagement**

During emergencies, it is important for the Borough to not only distribute information but to have a process in place to receive and share information from as many sources as possible. A robust information system allows for a consistent flow of knowledge regarding current events that is key for all stakeholders involved in an emergency. It is always challenging during a disaster to get accurate and timely information, and the OEM is well positioned to lead this effort.



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The exact method of engaging stakeholders as well as receiving and distributing information should be determined based upon the current event. For example, during the wildland fire season, stakeholders would attend daily in-person briefings at the Incident Command Post.

During the COVID-19 response, physical distancing measures prevented in-person meetings so the KPB Office of Emergency Management organized a daily virtual Borough-wide conference call with attendees representing a wide cross-section of stakeholder groups. The conference call created a place for information, questions, comments, and concerns to be openly shared among participants. A similar type of conference call, whether in-person or virtual, should be initiated for future pandemics or large-scale emergencies.

Stakeholder engagement calls should include a wide ranging conglomerate of individuals from key areas, industry, and population centers that are appropriate for the current emergency. When stakeholders need accurate and timely information during an emergency they acknowledge the Office of Emergency Management plays a lead role in gathering stakeholders together. OEM is the only entity across the Borough with the platform and ability to bring people together during a crisis.

Stakeholders whose involvement should be considered for inclusion in conference calls, virtual meetings, or key conversations may include:

- Public Health
- Hospitals
- Clinics
- Behavioral health
- Law enforcement
- Fire Departments
- Cities/elected officials
- Emergency Operation Center Liaison's
- Community organizations
- Businesses
- School district officials
- Village leaders
- Transportation
- Utilities (depending on the time of year)

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### **Logistics**

The Kenai Peninsula Borough Office of Emergency Management maintains an Incident Management Team (IMT) that operates during any large scale emergency. Once activated, the Logistics section of the IMT will process resource requests (213RR) to help meet the needs in the community and agencies.

Resource requests should be expected from internal and external agencies during any pandemic that affects a large segment of the population. The Borough IMT has developed resources, templates, and training that should be provided to all potential requestors prior to, and immediately at the onset, of any public health crisis.

The size and needs of the incident will have an impact on the number of resource requests that will be received. For many emergencies and disasters in the KPB, the amount of resource requests may be limited. However, for larger events such as the COVID-19 pandemic, the logistics section received hundreds of resource requests over the course of the event.

### **Availability of Resources**

The IMT should acknowledge the potential for limited resources during a widespread pandemic such as COVID-19. While the PPE and supplies shortage could not have been anticipated to this degree, there is opportunity to maintain appropriate levels of supplies in anticipation of the next disaster event.

Emergency planners should develop contingency plans for a number of possibilities and begin accumulating supplies and resources as appropriate. Accumulation of any supplies should be closely monitored to ensure supplies are able to be used prior to expiration dates.

### **Operations and Planning**

The Borough IMT Operations and Planning sections will work together with the Public Health agency on any health related response. Public Health will be the lead agency with the KPB Incident Management Teams acting in a supportive role.

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IMT Operations and Planning can assist Public Health by assisting planning efforts throughout the process which may include setting up Public Dispensing locations if necessary. Additionally, IMT support may include providing volunteers or other personnel to assist with on-site engagements.

### **Alternate Care or Alternate Testing sites**

Pandemics, outbreaks, or other large health emergencies have the potential to overwhelm the existing capacity of public health, clinics, hospitals and the healthcare system. There is potential for a health crisis to exceed the current level of supplies, resources, and personnel. The healthcare system is generally supplied for common events, and as well as for mass casualty events. COVID-19 severely impacted the healthcare system, supply and distribution chain, and personnel capacity at many places throughout the world. Once a health event ramps up there is potential to exceed capacity.

Determine the scope of the health emergency by consulting with public health officials and medical experts regarding the projections, scope, and duration of the expected event. Identify if a need exists to open an alternate location to provide testing, dispensing, or care related to the current health event.

Recognize the timeframe, logistics, and personnel required to set up an alternate healthcare location can be quite substantial. There are numerous obstacles, flowcharts, and hurdles that must be overcome before operations can commence. It is recommended to begin planning at the earliest indication the event may exceed the capacity at any healthcare facility.

We are fortunate in Alaska and on the Kenai Peninsula to not have yet experienced the large percentages of hospitalizations and deaths other jurisdictions have faced. Past experiences is no indication of future success in this area.



## 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.
- 
- 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.





**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 KPBC 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 KPBC 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 KPBC. 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), KPBC mobile EOC unit] are also available for coordinating warning, response, and recovery efforts during a volcanic eruption emergency. For specific information on KPBC Alert and Warning resources, processes, and systems see Section 4 of the KPBC EOP.

Public information is to be issued through the KPBC 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/KPBC 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, KPBCSD 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.
- 

## **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.