

2016

# State of Alaska Emergency Operations Plan



# **The State of Alaska 2016 Emergency Operations Plan Promulgated on September 12, 2016**

## **TO REPORT EMERGENCIES OR DISASTERS IMPACTING YOUR AREA**

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State of Alaska  
Department of Military and Veterans Affairs  
Division of Homeland Security and Emergency Management

Cost per copy: \$6.73

Purpose: This plan establishes a comprehensive, State all-hazards approach to incident management.



## LETTER OF PROMULGATION

Alaska has experienced nineteen disasters since 2011. The State's response to these events demonstrate our deep commitment to protect the people, property, and economy of Alaska. The Alaska Disaster Act (A.S. 26.23) tasks the Alaska Division of Homeland Security & Emergency Management (DHS&EM), located within the Department of Military and Veterans Affairs (DMVA), to prepare and maintain a state emergency plan and keep it current. With the assistance and input from all agencies of State government and emergency management partners throughout Alaska this Plan has undergone a quadrennial review and update.

The *State of Alaska 2016 Emergency Operations Plan* streamlines the emergency planning process between Alaska communities and responding State agencies. This document reflects changes in Federal support for State and local efforts during disasters and terrorist events. It also incorporates new policies and procedures, such as those contained in the National Incident Management System, *National Response Framework*, *Comprehensive Preparedness Guide 101, Version 2*, and the State of Alaska Intrastate Mutual Aid System (AIMAS).

DHS&EM prepared the *State of Alaska 2016 Emergency Operations Plan* pursuant to Alaska Statute 26.23.040 and Administrative Order No. 170. All participating agencies reviewed this Plan and concur with its content. I am pleased to formally promulgate this plan for use in the State of Alaska.



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Governor Bill Walker  
State of Alaska



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**STATE OF ALASKA  
2016  
EMERGENCY OPERATIONS PLAN**

This plan will be reviewed annually and revised as needed.

**RECORD OF CHANGES**

Change Number	Date	Page Number	Subject	Entered by
1	Oct 2015	2	Execution: added language when plan goes into effect	DHS&EM
2	Oct 2015	12	Earthquakes: Corrected number of people killed	DHS&EM
3	Oct 2015	16	Technological, Human Caused and Terrorism: added description of cyber incident	DHS&EM
4	Oct 2015	19	General: added language for jurisdictions Continuity of Operations planning	DHS&EM
5	Oct 2015	24	Disaster Policy Cabinet: added language <i>when convened</i>	DHS&EM
6	Oct 2015	31	Roles and Responsibility Table: added The Salvation Army and corrected US DHHS and National Tsunami Warning Center titles	DHS&EM
7	Oct 2015	41	Supporting Agencies: added AKNG and corrected National Tsunami Warning Center title and B. Assumptions: clarified	DHS&EM
8	Oct 2015	42	Concept of Operations/Local Government #2. clarified	DHS&EM
9	Oct 2015	43	Responsibility/Task Table: Agencies added	DHS&EM
10	Oct 2015	51	Responsibility/Task Table: added agencies	DHS&EM



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			Add language to include Title 32 and State Active Duty use	
11	Oct 2015	54	Supporting Agencies: deleted non responsible agencies	DHS&EM
12	Oct 2015	55	Responsibility/Tasks Table: corrected and added agencies	DHS&EM
13	Oct 2015	57	ANNEX G: renamed to <i>Disaster Search and Rescue</i> and deleted in title (ESF #9). Supporting Agencies: added agencies. Purpose: added reference to authority having jurisdiction	DHS&EM
14	Oct 2015	57	Assumptions: changed references from Alaska State Troopers to Department of Public Safety. Concept of Operations: reworded for clarity	DHS&EM
15	Oct 2015	59	Responsibility/Tasks Table: added agencies and reworded existing tasks. Direction and Control: reworded for clarity	DHS&EM
16	Oct 2015	62	Concept of Operations: added #2	DHS&EM
17	Oct 2015	66	B. State Government #1: added reference to Medical Branch of the SEOC	DHS&EM
19	Oct 2015	67	Responsibility/Tasks Table: Bioterrorism/added DHSS EOC. High Explosive Attack: reworded for clarity	DHS&EM
20	Oct 2015	68	Direction and Control, A: changed DHS&EM to DHSS	DHS&EM
21	Oct 2015	70-71	Concept of Operations and Responsibility/Tasks Table: reworded for clarity	DHS&EM
22	Oct 2015	73-78	Situation: added most likely identified hazards. Assumptions, Concept of Operations, Organization and Assignments or Responsibilities, and Responsibility/Tasks Table: all reworded for specificity and clarity. Added VI. B., VII, and VIII	DHS&EM



23	Oct 2015	81	Concept of Operations # 4: SEOC removed and added DHSS EOC	DHS&EM
24	Oct 2015	81	Responsibility/Tasks Table: agencies added and two DHSS tasks removed	DHS&EM
25	Oct 2015	83	Situations and Assumptions: corrected percentage of households with pets. Added #4 and #7	DHS&EM
26	Oct 2015	84	Concept of Operations C. a-e reworded	DHS&EM
27	Oct 2015	85	Direction and Control: added ESF #6 in A.	DHS&EM
28	Oct 2015	91	Supporting Agencies: added The Salvation Army	DHS&EM
29	Oct 2015	92	Situation and Assumptions: added #6 Assumptions: reworded #4	DHS&EM
30	Oct 2015	93	Concept of Operations A. General : reworded #3, 4, 5, and 6	DHS&EM
31	Oct 2015	93	Concept of Operations B. Specific 2.b: added language about Mass Care Task Force. Recovery Activities 4 added language.	DHS&EM
32	Oct 2015	95	Organization and Assignment of Responsibilities deleted V. B. reference to State of Alaska Donations Management Plan added VII and VIII.	DHS&EM
33	Oct 2015	99	Assumptions: added language to #5	DHS&EM
34	Oct 2015	100	Concept of Operations B. State Government 1.b. changed may to will, e. added language	DHS&EM
35	Oct 2015	101	Responsibility/Tasks Table: changed direct to coordinate clearance and operations during disaster events	DHS&EM



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36	Oct 2015	101	Responsibility/Tasks Table: added animal carcasses in the section which talks about oversight and permitting for waste	DHS&EM
37	Oct 2015	111	Administration and Logistics VI. A.: changed will to shall	DHS&EM
38	Oct 2015	113	Supporting Agencies: added Bureau of Land Management-Alaska Fire Service	DHS&EM
39	Oct 2015	114	Concept of Operations A. General: added #2	DHS&EM
40	Oct 2015	133	Organizations and Assignment of Responsibilities A. 2: added language when the Task Forces will be activated.	DHS&EM
41	Oct 2015	139	Annex W Cyber Incidents	DHS&EM
42	Oct 2015	167	Glossary: added Community Emergency Response Team (CERT)	DHS&EM
43	Oct 2015	170	Glossary: added Household Pet	DHS&EM

“The Division of Homeland Security and Emergency Management will make grammatical changes during the schedule plan review. These changes will not be captured in the Record of Changes as part of the plan maintenance for the Emergency Operations Plan. “





STATE OF ALASKA  
2016  
EMERGENCY OPERATIONS PLAN

This plan will be distributed to primary and secondary agencies.

**RECORD OF DISTRIBUTION**

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## FOREWORD

The *State of Alaska 2016 Emergency Operations Plan (State EOP)* uses an all-hazards planning approach and reflects recent advances in emergency management and homeland security capabilities. The *State EOP* addresses operational response activities and will facilitate response and short-term recovery activities in a scalable manner.

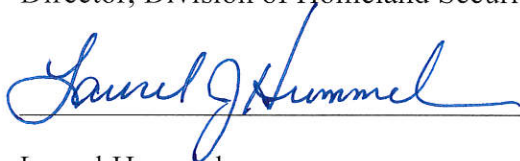
The *State EOP* incorporates the tenets of the National Incident Management System and aligns with the *National Response Framework*. The Plan addresses purpose, scope, organizational roles and responsibilities, emergency declarations, short-term recovery, situation and assumptions, and concept of operations. General in application and flexible during response and recovery, it provides the overall structure needed for operational planning and execution. Functional annexes provide the organizational responsibilities for response and short-term recovery.

The remaining sections enhance the *State EOP* and include plans and documents identified as references, including laws, regulations, orders, resource materials and agreements. These resources provide additional information for the conduct of emergency operations and performance of emergency duties to execute operations and short-term recovery. The *State EOP* also includes a glossary of terms and definitions of acronyms.

The *State EOP* will be used in conjunction with community, borough and State agency plans, and is further enhanced with standard operating procedures; other contingency plans may also support this plan. Where supporting plans are inconsistent with the general principles described in the *State EOP*, the *State EOP* will supersede supporting plans. The relationship to other State emergency plans is shown in the *Alaska Emergency Plans Matrix*.



Michael F. O'Hare  
Director, Division of Homeland Security and Emergency Management



Laurel Hummel  
Commissioner, Department of Military and Veterans Affairs

## PURPOSE, SCOPE, SITUATION, AND ASSUMPTIONS

### Purpose

The *State of Alaska 2016 Emergency Operations Plan (EOP)* establishes a system for coordinating the operational phases of emergency management in Alaska. This plan specifies how the State will organize in response to disaster emergencies, and is designed to:

- Ensure a coordinated effort by local, tribal, state, federal, volunteer, and private agencies in the management of emergencies or disasters, to save lives and protect property and the environment
- Describe conditions that affect disaster response operations
- Describe hazards that threaten the people, property, and resources of Alaska
- Describe terrorist threats
- Assign emergency management tasks to local, tribal, state, federal, volunteer, and private agencies as appropriate for response to terrorist events, natural or manmade disasters
- Identify the supporting plans and procedures in Alaska's overall multi-agency disaster management system

The functional annexes included in this document are listed in the table of contents starting on page xi.

### Scope

The *State EOP* applies to all emergency organization participants during all phases of operational emergency management.

The primary audience is emergency management and homeland security professionals from local, tribal, state, federal and voluntary agencies. This plan is also a reference for managers from other states, the Federal Government, and interested members of the public.

The *State EOP* is an overview of emergency operations in Alaska but is not a detailed State Emergency Operations Center operational document. Specific operating procedures exist at each agency and jurisdiction in support of this plan.

The hazards considered include flood, wildland fire, snow avalanche, volcano, earthquake, tsunami and seiche, weather, ground failure, erosion, economic, dams, oil spills and hazardous materials releases, technological, human caused, and terrorism events. A more detailed hazard analysis/description for the State of Alaska can be found in the State of Alaska 2013 Hazard Mitigation Plan.



## Execution

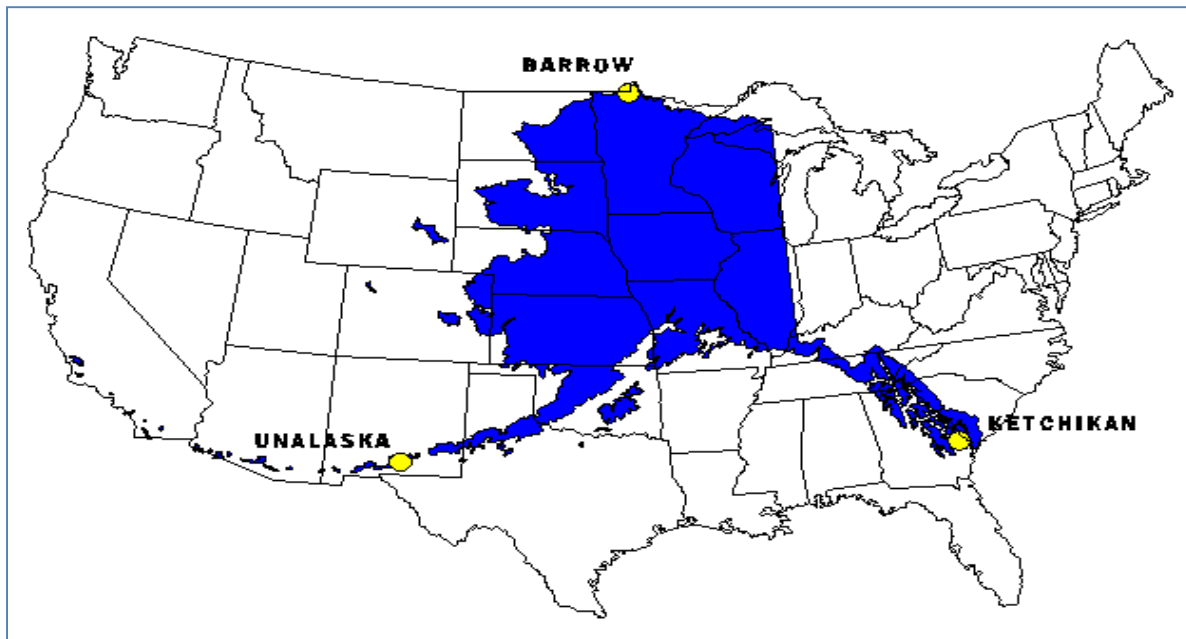
This plan is in effect when:

- An emergency or disaster occurs or is imminent or when:
  - A local jurisdiction declares a disaster or requests state assistance;
  - State Emergency Operations Center (SEOC) is activated and requests State departments or agencies to perform emergency operations in response to a hazard/incident having the potential to become an emergency or disaster;
  - An emergency or disaster is declared by the Governor of Alaska.

## Situation

### Overview

Alaska has a population of approximately 735,132 and a land area of 586,400 square miles. Alaska has 229 federally recognized tribes that are unlike tribes in all other states: with the exception of the Metlakatla Indian Tribe on Annette Island, tribes are not geographically defined, located on reservations, or co-located on government land. Alaska is 1/5 of the size of the Lower 48 States, and is larger than the next three largest states (Texas, California and Montana) combined.



*Figure 1. Scale drawing of Alaska relative to the contiguous United States.*

The Alaska constitution establishes a policy of maximum self-government for the people. Much of the State's vast land mass has not been politically subdivided into boroughs. Its 19 existing boroughs should not be viewed in the emergency management context as the equivalent of county governments in other states. The boroughs focus primarily on education, land use planning, and tax assessment and collection. Emergency services, if any, are highly decentralized

and provided by scattered, independent service areas. The boroughs cover approximately 38% of the land mass and encompass 86% of the population. The remaining 14% of the population resides in a vast, sparsely inhabited area called the Unorganized Borough, which encompasses 323,440 square miles.

Alaskans are familiar with natural disasters due to frequency, size, climate, and geography. Alaska also has potential terrorist targets such as national and state symbols, military installations, and the Trans-Alaska Pipeline System (TAPS). Alaska faces difficulties in protecting its widespread and remote critical infrastructure from attack. Prior comprehensive emergency coordination, planning, and resource allocation will reduce the state's susceptibility to impacts from an attack.

For contingency planning, Alaska Statute 26.23 specifies the State shall play an integral part in developing and revising local and inter-jurisdictional disaster plans. Municipalities may also be served by a local or multi-jurisdictional planning organization which shall prepare and keep current a local or multi-jurisdictional disaster emergency plan.

The larger communities in the State have infrastructure to support water and wastewater treatment plants, schools, hospitals, and police and fire stations. Additional infrastructure in the State includes dams, bridges, power generation plants, railroad, roadways, refineries, and oil exploration, production, and transportation facilities.

The State of Alaska will apply resources from various state and federal sources to address its unique need for planning, equipment, training, and exercise. Alaska will continue to build an enhanced and sustainable capacity to prevent, mitigate the effects of, respond to, and recover from natural disasters or acts of terrorism.

The State has established mutual aid and assistance compacts among and between State, local, and tribal entities, as well as private and non-governmental partners. The scope of these compacts has expanded significantly in recent years to include pre-incident preparedness, planning, training, and exercises.

- Alaska is an active participant in the Emergency Management Assistance Compact (EMAC). This system is a national, state-to-state agreement for mutual aid during disaster situations. EMAC has been used during real events as well as exercised during large-scale validation tests.
- The State is a signatory to the Pacific Northwest Emergency Management Arrangement (PNEMA), a mutual aid agreement among Alaska, Oregon, Idaho, Washington, and British Columbia and the Yukon Territory in Canada.

Alaska is geographically separated from the rest of the United States and support from the Lower 48 can take considerable time to arrive. FEMA anticipates up to 72 hours before federal resources can arrive and provide services in support of state and local response efforts. Other factors such as airport and port damage could further delay federal response efforts.





## Climate, Terrain, and Economics

Alaska's size and diversity has resulted in numerous ways to characterize different regions of the state. State agencies have used independent strategies to subdivide the state, based on both geography and agency mission. To reflect extreme variances across Alaska's climate, terrain, and economics, Alaska is divided into five distinct regions in this document.



*Figure 2. Alaska's five distinct regions: Southeast, Southcentral, Southwest, Interior, and Arctic.*

### Southeast

The Southeast Region comprises thousands of islands and a rugged strip of mainland bordering British Columbia and the Yukon Territory of Canada. The majority of its communities can be reached only by marine or air travel. With winter-summer averages from +10°F to +70°F, the climate is mild by Alaska standards. By locale, average annual rainfall varies from 25 to 155 inches. Principal communities are Craig, Haines, Juneau, Ketchikan, Petersburg, Sitka, and Wrangell. The major industries are fishing and fish processing, mining, and tourism. A declining timber industry still survives.

Infrastructure in the Southeast includes the State Capitol with supporting facilities for State Government. Several large airports, ports, and harbors, and limited maintained roadways are used for the transportation of people, fuel, general goods, and services. Additionally, the area has several hydroelectric generation facilities.

### Southcentral

Curving 650 miles north and west from the coastal areas of the Gulf of Alaska to the Alaska Range, this region includes coastal waters rich in sea life, fertile river valleys, rugged mountain ranges, forests, and glaciers. The Gulf of Alaska moderates coastal temperatures providing a normal range of zero to 70°F. This region is home for approximately 60% of Alaska's people. Anchorage has the most diverse economy in the state with heavy involvement in government services and the oil industry.

Anchorage is also the state's primary transportation hub. Its airport is one of the state's three international airports and provides major connections for in-state air travel and air freight service. A major military presence is maintained at Joint Base Elmendorf-Richardson (JBER) within the Municipality of Anchorage. The Port of Anchorage receives 90% of consumer goods for 80% of the state's population and is the major gateway for waterborne commerce in the state. Other key communities in Southcentral include Palmer, Wasilla, and Port MacKenzie in the Matanuska-Susitna Borough; and Kenai and Soldotna, with infrastructure that serves oil, gas, and petrochemical interests in the Cook Inlet. Southcentral Alaska also hosts the Alaska Railroad, which connects the ports of Seward and Whittier to communities north including Anchorage and Fairbanks. Valdez is the terminus and port for the Trans-Alaska Pipeline System.

### **Southwest**

Truly a region of contrasts, the Southwest Region includes the Alaska Peninsula which stretches 550 miles from Cook Inlet to its tip at False Pass, the Kodiak Island Group to the south, and the Aleutian Island Chain, which reaches out 1,100 miles from False Pass toward Asia. Its Aleutian Range forms the spine of an arc of active volcanoes.

The region's maritime climate is comparatively mild, but the islands are often fog-shrouded and storm struck. Kodiak is the region's largest city, home to a U.S. Coast Guard Base and rocket launch facility, major airport, port, and harbor. In recent years substantial growth has enlarged Unalaska (Dutch Harbor).

Commercial shipping, fishing, and fish processing are economic mainstays of the region. Travel is accomplished by boat or aircraft.

The other portion of the region reaches north from the head of Bristol Bay to the Seward Peninsula. It includes Nunivak and St. Lawrence Islands and encompasses the Yukon-Kuskokwim Delta. Winters are characterized by high winds and humidity; in summer, cool, foggy, rainy weather prevails. Native villages dot a flat landscape where families subsist on fishing, hunting, and trapping. Commercial fishing is an important part of this region's economy. Bethel, a city on the north bank of the Kuskokwim River, is a regional hub. Air is the principal mode of travel to and from the region; however, boats, snow machines and all-terrain vehicles are widely used.

Infrastructure includes several small airports, ports, harbors, schools, hospitals or clinics, and government facilities.

### **Interior**

This region is larger than Montana, bordered on the south by the Alaska Range and on the north by the Brooks Range. Between these mountain ranges, the Yukon River and its drainages arc 1,875 miles across the state from the Canadian border to the Bering Sea. The climate varies radically. Temperature can reach 95°F in summer and occasionally plunge to -60°F and colder in winter. These conditions demand advanced cold adapting techniques and products.



Fairbanks, the State's second largest city, is somewhat central to the region and is the northern terminus of the Alaska Railroad. Logistical support to the North Slope is provided overland via the Dalton Highway (opened to public travel in 1991). Fairbanks is also the distribution point for military interests in the Interior such as Fort Wainwright, Eielson Air Force Base, and the missile defense site at Fort Greely. This region is the home to infrastructure that transports and refines North Slope crude oil and supplies gasoline, jet fuel, heating oil, diesel, gasoil, and asphalt to Alaska markets.

## Arctic

This treeless region of rolling tundra lies between the Brooks Range and the Arctic Ocean. Summer temperatures average 40°F. Winter temperatures average -17°F, but frequently yield much lower effective temperatures because of high winds. Winter at these latitudes results in 67 days without daylight. The region is arid, with annual precipitation averaging less than five inches.

Barrow, Nome, and Kotzebue are the largest communities. Air is the principal method of travel. Boat use is seasonal as the Arctic Ocean (including the Beaufort and Chukchi Seas) shorelines are ice-locked seven to eight months annually.

This region contains the North Slope oil fields and the Red Dog Zinc Mine. However, the majority of its sparsely populated coastal plain is inhabited by Alaska Natives who live a traditional subsistence lifestyle of hunting and fishing. Additional infrastructure includes small airports, schools, hospitals or clinics, police and fire stations, and government facilities.

## Assumptions

- We should expect an attack, naturally occurring event, or a technological incident to occur without warning and at the worst possible time.
- Emergency response is best coordinated at the lowest level of government involved in the emergency.
- Local authorities will maintain operational control and responsibility for emergency management activities within their jurisdictions, unless otherwise superseded by statute or agreement.
- During catastrophic events, normal emergency services within the affected area will be overwhelmed, local emergency plans will be implemented, and local disaster emergencies, with accompanying requests for State assistance, will be declared.
- The State Emergency Operations Center (SEOC) will be activated within two hours of an event. Minimum staffing will consist of the Incident Commander and Operations, Plans, Logistics, and Finance Section Chiefs.
- The SEOC primary facility is at the Alaska National Guard readiness center on Joint Base Elmendorf-Richardson (JBER). The SEOC will operate out of an alternate facility as needed.
- Telephones and cell phones will be either inoperative or circuits saturated. Email capability/internet service will be degraded.

- Some roads, bridges, and rail lines will be impassable and all forms of transportation movement will be slowed.
- Electrical power disruptions will occur, vital facilities will be affected, and disaster response efforts will be impaired.
- In a major event, local, national, and international media will be on-scene. A Joint Information Center (JIC) will be activated within the first 24 hours of a major incident.
- Alaskans will want to be helpful. Volunteers and those offering services for pay will come forward. They will need resourceful leadership.
- Alaskans will not riot, take unlawful advantage of those victimized, or tolerate those who attempt such behavior.
- Because of its isolation from the Lower 48 States and challenges presented by weather, Alaska can expect to stand alone for at least 72 hours.
- Employees at all levels of government and the private sector will see to the welfare of their families before trying to report to work.
- State employees normally assigned and living within impact areas will attend to their personal family needs, respond according to parent departmental instruction, and coordinate their responses, as needed, with local officials.
- Those already in the workplace will be anxious to check on their families and property.
- It is expected that few Alaskan individuals or heads of households will develop a family disaster plan and maintain the minimum essential supplies to be self-sufficient for seven days.
- Support plans and procedures will be updated and maintained by responsible parties.
- Terrorist attacks in the Lower 48 will have an impact on Alaska.
- A terrorist event may not initially be identified as such, especially a biological, chemical, or incendiary attack.
- Terrorists generally plan multiple, although not necessarily simultaneous, attacks at different locations.

### Planning Notes for Local Governments

- State operations are designed to support local and tribal efforts. Therefore, state assistance is intended as a supplement to, not a substitute for, local and tribal emergency operations.
- Local emergency managers should adopt criteria consistent with local conditions for local Emergency Operations Center (EOC) activation and minimum staffing.
- Local plans should align with State plans which in turn will align with federal plans, in particular, the National Incident Management System (NIMS).
- Neighborhood or apartment association disaster groups should be formed to maximize the benefit from resources and skills available close to home (e.g. Community Emergency Response Teams [CERT] or the local equivalent).



- Reviews after every major disaster response in the state indicate communications as the number one challenge. Consequently, communities are encouraged to maintain existing communications equipment, ensure that they have both a primary and a secondary means of communication in place, and seek funding for new interoperable communications equipment.
- When planning for response to any hazard, local governments must identify and plan for people with disabilities and other access and functional needs. Such populations include, but are not limited to:
  - Individuals with physical or cognitive issues that affect their ability to function independently;
  - Individuals living at home or in congregate care settings, such as nursing homes and assisted living facilities;
  - Individuals who are incarcerated;
  - Individuals who are hospitalized;
  - Individuals who are homebound;
  - Children in public and private schools;
  - Children in daycare centers;
  - Transient, seasonal populations who may not speak English well or at all;
  - People normally or traditionally without transportation, or access to transportation;
  - Homeless individuals and families;
  - Tourists and travelers.
- In the event of a terrorist attack or threat of a terrorist attack, the FBI is the lead agency among local, state, federal, and private sectors for the law enforcement component of the response.
- Individual citizens and families can help prevent terrorist attacks by exercising *responsible awareness*, being observant and reporting suspicious activity to local law enforcement authorities.
- When an event occurs that could possibly be the result of a terrorist attack, the scene should be treated as a crime scene until authorities clear the area. Preservation of evidence is crucial.
- Where established, Local Emergency Planning Committees (LEPCs) assist local jurisdictions by making planning, exercise, and resource recommendations; maintain Tier II hazardous materials information, and serve as an advisory committee for emergency planning, training, and response as outlined in AS 26.23.073.
- Planning documents should be submitted to the State Emergency Response Commission (SERC) All-Hazards Plans Review Committee for a multi-agency and peer review of the plan.





## ALASKA STATE HAZARDS

Naturally occurring events have caused nearly all of Alaska's disaster emergencies. In one sense Alaska is fortunate its vast, sparsely populated regions allow events to occur with little or no impact on population that would be devastating elsewhere. When these remote occurrences threaten people or cause widespread devastation, distance, harsh climate, rugged terrain, and dependence on air travel make relief efforts challenging, outcomes uncertain at times, and in all cases costly. A comprehensive hazard, risk, and vulnerability analysis is detailed in the *2013 Alaska All-Hazard Risk Mitigation Plan*.

**Floods** account for 48% of the State's disaster emergencies by number. Alaska's 15 major river systems and unknown number of smaller streams drain an area of 730,000 square miles, one-fifth of which is in Canada. The Southcentral, Southwestern, and Interior regions are especially prone to spring breakup flooding.



*Figure 3. 2013 Spring Flood Galena.*

The Southcentral and Interior regions also flood during the summer if unusually heavy and prolonged rainfall combines with glacial runoff or saturates permanently frozen ground. Similar conditions prevail in the Southeast Region. All coastal areas of the State, especially the Western Region, are vulnerable to storm-driven sea surges that flood communities and damage boats and port facilities.

Flooding accounts for the preponderance of disaster relief fund expenditures whether for mitigation projects, emergency response, or post-event recovery.

**Wildland fires** are a seasonal threat in the Southcentral and Interior regions. Humans are the principal cause of fires in Southcentral, while lightning often provides the source of ignition in the drier Southwestern and Interior Regions. Alaskan fires are not as notorious as some other states' fires, but they can require massive response efforts. The 1996 Miller's Reach Fire burned 37,400 acres and destroyed 344 structures. Thirty-seven different fire departments and 1,800 firefighters were involved in the response and 1,500 local residents were evacuated.



*Figure 4. 2014 Funny River Fire Kenai Peninsula Borough*

**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 sheer off trees, cover communities and transportation routes, destroy buildings and cause death. Alaska leads the nation in avalanche accidents per capita. A snow avalanche is a swift, downhill-moving snow mass. Damage extent is related to avalanche type, composition and consistency of the material in the avalanche, the volume of snow and debris involved, force and velocity of the flow, and the avalanche path. In 2000, snow avalanches in Southcentral Alaska caused the loss of two lives, substantial property damage, and resulted in a Presidential Disaster Declaration.



**Volcanoes** are a significant hazard in the Southcentral and Southwestern Regions. About one-twelfth of the world's active, above-water volcanoes are located there. Unlike the Hawaiian volcanoes, which produce spectacular lava flows, Alaska's volcanoes tend to be explosive with eruptions characterized by periodic bursts of steam and volcanic ash that can sometimes go on for months or even years. Of special concern are the Cook Inlet volcanoes: Mounts Spurr, Redoubt, Iliamna, and Augustine. When active, ash erupted from these volcanoes can disrupt air traffic at great distances from the volcanoes. Ash fall on Anchorage and other Southcentral centers of activity can necessitate costly "cleanups." Lahars (mudflows) flowing off some of these volcanoes can cause damage as they flow downstream. A tsunami generated by a major landslide into the lower Cook Inlet from the over-steepened slope of Augustine Volcano has occurred and could occur again.

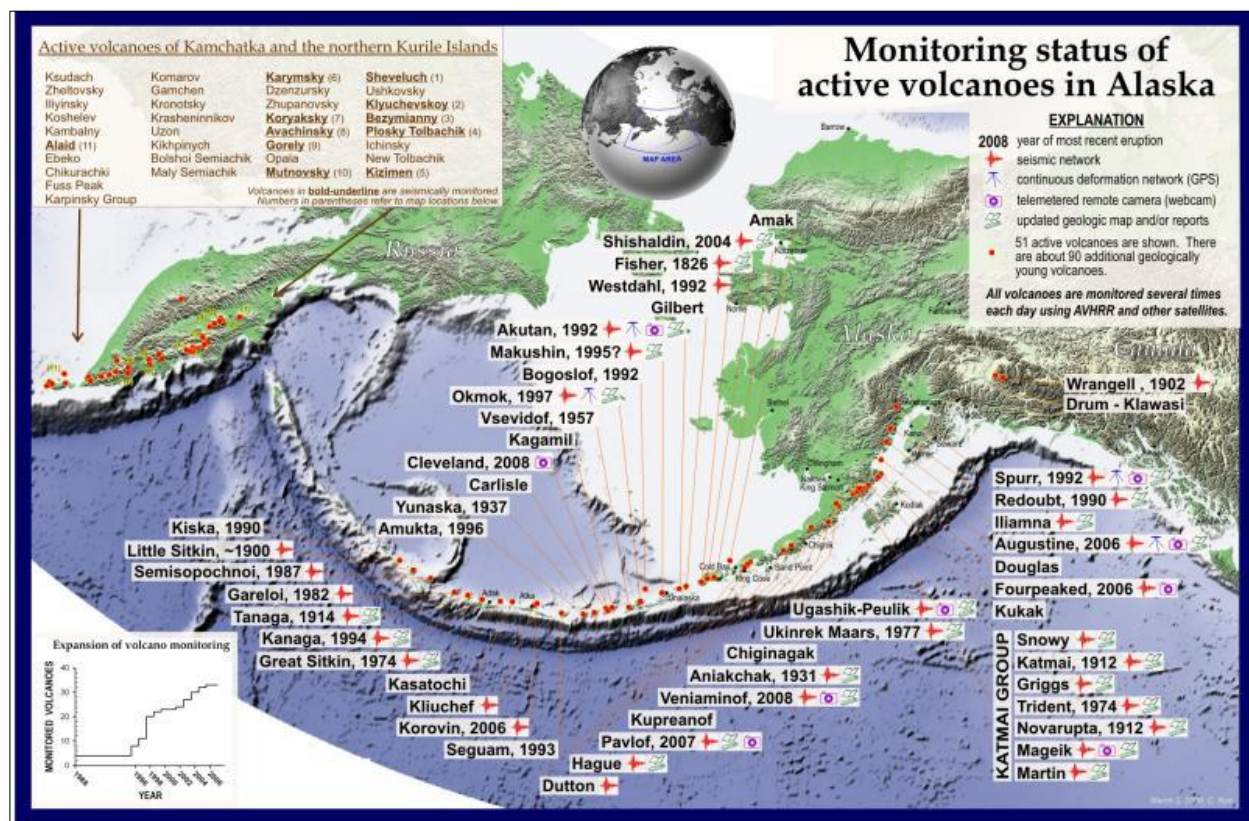
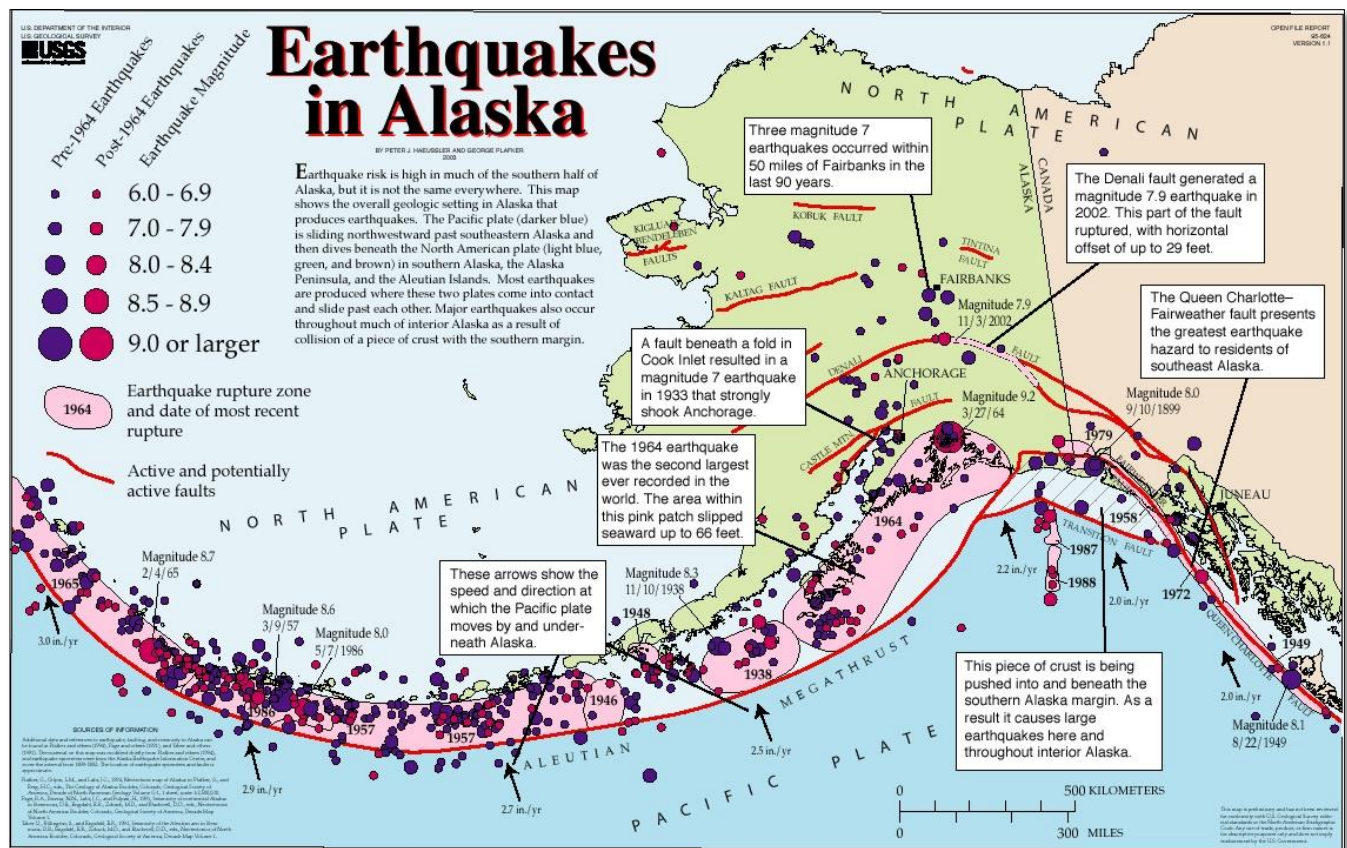


Figure 5. Alaska volcano map.



**Earthquakes** are a daily occurrence in Alaska, the most seismically active State in the United States. In 1964, Alaska was the site of the second-largest earthquake recorded in this century, a magnitude 9.2 earthquake in Prince William Sound. This earthquake killed nine people and generated a fatal tsunami killing an additional 123 people. Three of the largest earthquakes in the 20th century occurred in Alaska (1957 Aleutian, 1964 Prince William Sound and 1965 Rat Islands). In 2002, the world's strongest earthquake was a magnitude 7.9, which occurred along the Denali Fault in the Interior Region of Alaska resulting in millions of dollars of damage. Likewise, in 2007, the largest earthquake in North America occurred in Alaska. On average, Alaska has a magnitude 7.0 or greater earthquake every two years. Southeast, Southcentral, Southwest, and Interior Regions of Alaska are the most vulnerable to damaging earthquakes. Earthquakes affecting the State's population centers have the potential to cause catastrophic damage and casualties.



**Figure 6. Alaska earthquake, faults, & rupture zones (UAF/GI & USGS).**

The dangers associated with earthquakes include ground shaking, surface faulting, ground failures, snow avalanches, and tsunamis. The extent of damage is dependent on the magnitude of the quake, the distance from the quake, the geology of the quake, and the construction of affected buildings. Most large earthquakes are caused by a sudden release of accumulated stresses in the earth's plates. Some large earthquakes occur along faults that lie within these plates.



**Tsunamis** are traveling gravity waves in water, generated by a sudden vertical movement of the water surface. They are typically generated by an uplift or drop in the ocean floor, earthquakes, volcanoes, landslides (above or under water in origin), or calving glaciers.

Tsunami damage is a direct result of three factors: inundation (extent the water goes over the land), wave impact on property, and coastal erosion. Tsunamis can be distant (generated offshore), allowing time for warning dissemination, or local (generated near shore), with little or no warning time, requiring immediate individual and community evacuation for safety. Tsunamis can occur at any time along many of the coastal areas of Alaska and have the potential to result in great damage and casualties. The multiple local and distant tsunamis generated by the 1964 Alaska earthquake caused millions of dollars in damage, over 100 fatalities in Alaska, and death as far south as California.

**Seiche** is a wave that oscillates in partially or totally enclosed bodies of water. They are caused by earthquakes, underwater landslides, atmospheric disturbances or avalanches, and can last from a few minutes to a few hours. The first wave can occur within a few minutes, giving virtually no time for warning. The resulting effect is similar to bathtub water sloshing repeatedly from side to side. The reverberating water continually causes damage until the activity subsides. The factors for effective warning are similar to a local tsunami.

**Severe weather** events cause the majority of Alaska's disasters. Wind-driven waves from intense storms crossing the Bering Sea produce coastal flooding that can drive large chunks of sea ice inland, destroying buildings near the shore. These storms can also accelerate erosion. High winds, functionally across Alaska's Arctic coast, can combine with loose snow to produce a blinding blizzard and wind chill temperatures to 75°F below zero. Extreme cold (-40°F to -60°F) and ice fog may last a week at a time. Heavy snow can impact the interior and is common along the southern coast. Heavy snow accumulation in the mountains builds glaciers, but can also cause avalanches or collapse building roofs throughout the state. A quick thaw means certain flooding.



*Figure 7. 2011 November Storms City of Shishmaref.*

The Arctic, Interior, and Southwestern Regions are particularly vulnerable to severe winter weather. Problems usually start with liquid fuels congealing in tanks and supply lines, causing fuel starved electrical generation equipment to shut down. Without power, pumps, and heaters

become inoperative, water and sewer systems freeze, pipes rupture, and expensive repairs ensue. Windstorms can cause widespread disaster. No coastal areas are immune, but the Southwestern Region is most vulnerable. Some storms strike with hurricane force, wreaking havoc on port facilities as well as commercial and subsistence fishing interests.

**Ground Failure** can occur in many ways. Types of ground failure in Alaska include landslides, land subsidence, and failures related to seasonally frozen ground and permafrost. Ground failure is a problem throughout Alaska with landslides presenting the greatest threat.



*Figure 8. Coastal erosion in Shishmaref.*

Riverbank erosion is a feature of this natural process. Glacier movement, with accompanying damming, can also result in flood events.

**Economic** disasters can result from uncontrollable natural events having large negative effects on a region's economic base. Unfortunately, economic disasters also result from poor business practices and public policies that inhibit competition. An economic disaster declaration does not trigger the availability of disaster assistance in the manner of a natural or technological disaster. Essentially this type of disaster assistance is performed by economic development agencies.

**Dam failure** can be a dramatic incident resulting in a major catastrophe with substantial economic impacts and loss of life. Varying degrees of failure can contribute to the uncontrolled release of water from the reservoir, ranging from improper gated spillway operation to the partial or full breach of the main structural component of the dam. Lesser degrees of failure often occur in advance of a catastrophic failure and are generally amenable to mitigation if detected and properly addressed.

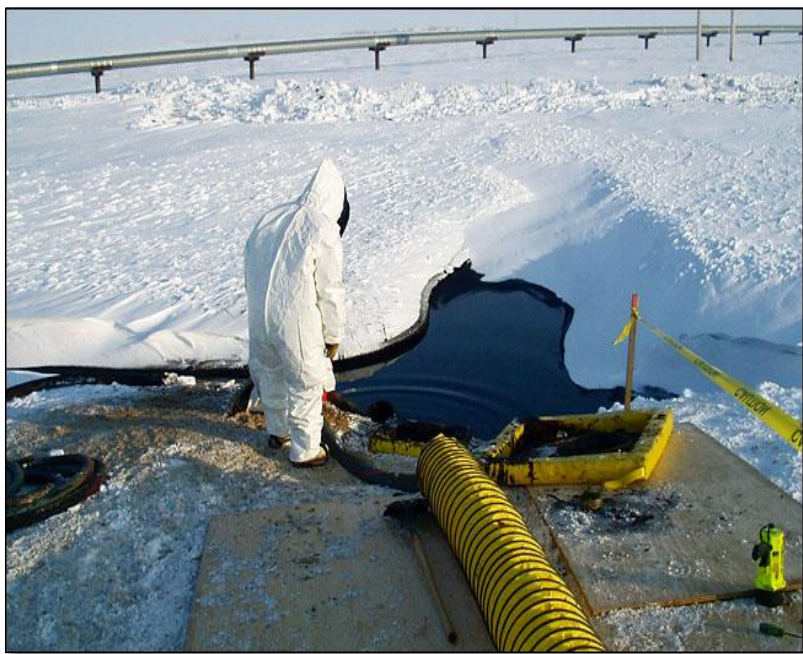
Dam failures can occur wherever there is a dam. The risk increases as dams age and deteriorate from deferred maintenance and decay. Eighty percent of the older dams designed and

**Erosion** frequently accompanies river and coastal flooding but is not always tied to a storm or a seasonal event. In Alaska, coastal erosion is the most destructive, riverine erosion a close second, and wind erosion a distant third. Erosion rarely causes death or injury. However, erosion causes property and infrastructure destruction. Alaska has more than 28,000 square miles of glaciers. In some respects it is still emerging from the Ice Age. Some of Alaska's rivers are immature, heavily laden with sediments, and are constantly re-channeling, meandering, or building deltas.

constructed before Alaska adopted dam safety regulations (1989) may have a higher risk due to design inadequacy.

**Oil Spills and Hazardous Materials** incidents historically have involved highway, railway, and marine transportation. Numerous small incidents from fixed sites, roadway transportation, and commercial fishing have occurred; however, the most significant events have been maritime, as with the 1989 Exxon Valdez Oil Spill in Prince William Sound. Persons, property, and environment at risk depend on the nature of the hazardous substance released, quantities, location, and prevailing environmental conditions (i.e. weather).

The state contains a number of thoroughfares over which hazardous substances may be transported. These include the approximately 2,500 miles of highway system, the Alaska Railroad, airports, and marine vessel traffic. All classes of hazardous substances may be expected on these routes. The most common method of transport along the highway system is with semi-tractor trailer rigs. The Alaska Railroad is also a major transporter of hazardous substances. Ocean-going vessels transport hazardous substances into and out of upper Cook Inlet and other coastal communities. Fresh water transport occurs on a smaller scale, yet can be fairly extensive in the Yukon-Kuskokwim Delta during summer months. Air transport is not a common means of transporting hazardous substances into or out of the state. Small quantities of hazardous substances may be transported to airports for subsequent distribution on fixed-wing aircraft. In addition, a number of fixed sites within the state store or use hazardous substances. Hazardous substance releases may also occur as a result of other natural hazards, such as earthquakes, fire, floods, tsunamis, and weather extremes. The potential for major or catastrophic events is greatest in the Arctic, Southcentral, and Interior Regions involved in producing or transporting one-fifth of the nation's domestic crude oil. This endeavor carries the danger of a large oil spill and the potential for releasing any of the many hazardous substances used in this work. Four oil refineries with their accompanying hazards also operate in Alaska.



*Figure 9. 2009 Prudhoe Bay Oil Spill.*

**Technological, Human Caused, and Terrorism** hazards include terrorist acts, chemical, biological, nuclear, radiological, and explosive attack, civil disorder/disturbance, cyber-attacks, public health emergencies, environmental issues, and mass transportation accidents. Alaska has been fortunate to not have experienced any significant episodes of these types of hazards. The



potential community's vulnerability must be based on prediction and estimation, rather than on historical evidence of impact to the state's population, property, or environment. Nevertheless, even in the absence of an historical record of these hazards, the State EOP recognizes the state and its communities are potentially vulnerable to future events.

Potential exists for incidents involving other substances in some regions of the state. Southeast, for example, is home to fish processing centers, which make considerable use of ammonia and chlorine. Similar facilities also exist in coastal communities throughout the Southcentral and Southwestern Regions. Substantial mining operations take place in the Interior and Arctic Regions, with smaller activities in Southeast.

Most remote villages and communities have a large bulk fuel storage facility. There are no local fuel distributors to replenish stocks throughout the year. Resupply occurs once or twice a year, weather permitting, for fuel and other bulk commodities. Coastal and river barge operations are at their peak during summer months throughout the Southwest, Interior, and Arctic Regions. All transportation modes are heavily laden during summer months, if not with goods and supplies, then with tourists, sports fishermen and hunters, and seasonal workers who support tourism, fishing, fish processing, and other summer activities. One manmade hazard presenting a seasonal risk is urban fire. Since 1978, 24 disaster emergencies have resulted from fires that destroyed vital facilities in rural communities. Fourteen of these fires occurred from the months of October through early April; nine additional fires occurred during the months of July and August.

Although not a hazard per se, high capacity passenger vessels constitute a unique vulnerability for the state. Approximately 95% of Alaska's 1.7 million visitors arrive via high-capacity vessels (approximately 1.6 million people annually), and almost 50% arrive via cruise ships. At any given time during the summer cruise ship season there may be up to 30 large cruise ships off the coast of Alaska or docked in Alaska's ports, with an average 2,300 passengers and crew (in addition to the passengers on the Alaska Marine Highway System, which had 4,107 sailings and 326,313 passengers in 2010). Through either accidents or acts of terrorism, these ships have the potential to create disaster emergency situations and introduce large numbers of victims into local communities.

The threat of global nuclear war has faded with the ending of the Cold War. However, not all weapons have been dismantled. Alaska is still home to several large military installations and its geographical location assures its importance to northern hemisphere strategies. Alaska produces 17% of the U.S. domestic crude oil, leads the nation in zinc and tin production, contains six of the nation's top ten producing ports for commercial fishing interests, and hosts almost 1.7 million tourists per year via cruise ships, state ferries, and commercial air. These factors provide ample basis for criminal acts of terrorism or sabotage.

A significant cyber incident is a set of conditions in cyberspace that requires increased regional coordination. The risk of a cyber threat is calculated through analysis of the threats, vulnerabilities, and potential consequences that exist across cyber infrastructure. Deliberate and criminal threats can be generated from a variety of sources and from anywhere in the world. Independent rogue hackers, organized crime syndications, and nation-states are among the more

common actors that initiate cyber-attacks. Misconfigurations or miscalculations of various industry control systems and natural disasters can also result in significant cyber impacts.

Cyber incidents could significantly disrupt the functioning of government and business alike and produce cascading effects far beyond the targeted sector and physical location. Direct terrorist cyber-attacks, natural, and manmade technological hazards could produce catastrophic losses in terms of human casualties, property destruction, and economic effects, as well as profound damage to public morale and confidence. Alaska's growing dependency on technology and online networking capabilities by both the private and public sectors has increased the risk posed to Alaska's critical infrastructure by malicious cyber activity. Not only is the attack surface growing but the rate in which the attacks spread is also increasing. From business and finance to law enforcement and government services, all organizations are exposed to malicious cyber activity and must be prepared to participate in coordinated response to cyber incidents.

*Additional information can be found in Annex W: Cyber Incidents*



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## CONTINUITY OF GOVERNMENT / CONTINUITY OF OPERATIONS

### General

Continuity of Government (COG) is a function essential to ensuring that the State and its political subdivisions continue to provide vital services throughout the emergency or disaster period. COG is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities.

This document provides information to facilitate Continuity of Government. It is not intended as a detailed COG document; rather it provides scope and context of how emergency operations fit into continuity of operations. Continuity is vital and a necessary complement to emergency operations.

Jurisdictions must be prepared to continue their minimum essential functions throughout the spectrum of possible threats from natural disasters through acts of terrorism. Continuity of Operations (COOP) planning facilitates the performance of state and local government and services during an emergency that may disrupt normal operations. It is also important that local businesses and other community organizations be prepared and encouraged to have their own COOP plans.

### Lines of Succession

In an emergency/disaster situation, particularly in heavily populated areas, there will be a great deal of confusion. Some personnel who are in positions of responsibility may be unable to respond or take actions expected by subordinates. Therefore, all levels of government will take those actions necessary to ensure continuity of operations. It is the statutory responsibility of heads of government at all levels to ensure that there is a capability for continuing government operations following an emergency/disaster.

The standard successions for the Alaska State Government include:

1. Governor
2. Lieutenant Governor
3. Governor's Arctic Policy Advisor



The standard successions for Alaska State Agencies include:

1. The Commissioner or otherwise titled head of a State agency, as prescribed by State Statute.
2. In the event the Commissioner is not available during an emergency, the Deputy Commissioner will assume his/her responsibilities. Each agency will establish a line of succession below the deputy level and make this information available in the agency's continuity of operations plan.

Commissioner



Deputy  
Commissioner

## CONCEPT OF OPERATIONS

### General

The concept of operations of this Plan is based on the premise that the capabilities and resources (including those of mutual aid) of the local jurisdiction are exceeded by an emergency or disaster event, thereby requiring the assistance of state government. Such assistance, when authorized, will be provided by state agencies operating in an effort coordinated by the SEOC operating on behalf of the Governor. The Governor may request assistance from the Federal Government if the capabilities and resources of both local and state governments are exceeded.

The *State EOP* is the primary plan for managing incidents, and details the coordinating structures and processes used during emergencies in Alaska. Other supplemental agency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific situations (such as oil and hazardous materials spills, wildland fires, health emergencies, etc.).

### Government Relationships

Local emergency managers usually know how best to manage disaster response resources within their communities. State responders will, in most cases, work alongside and assist local emergency management. The state responders coordinate their activities with local managers to render assistance in the most helpful manner. The State does not direct and control local response operations unless asked to do so. Even regulatory and oversight responsibilities are expected to be fulfilled in an atmosphere of mutual cooperation. Similarly, federal assistance is intended to support state and local efforts, not to be a substitute for them. The *National Response Framework* makes this point very clear as a matter of operational policy.

The State expects that boroughs will take an active role in all phases of emergency management. Furthermore, where boroughs exist, the State expects them to coordinate directly with communities in that borough. For example, the State expects each borough to assemble damage assessment information from the communities within the borough and then provide the consolidated information to the SEOC. The State intends to have direct contact with individual communities only if they are in the Unorganized Borough.

### Relationship to Other State Emergency Plans

The State's responsibility in the event of a disaster is to save lives and property by coordinating all state, federal, and private sector efforts to adequately support, but not usurp, local operations.



With the expectations noted below, DHS&EM is the lead state agency for accomplishing this mission and the State responds in accordance with this plan. Depending on the nature and location of the emergency, local and federal plans may apply, such as municipal plans prepared under AS 26.23.060, or local emergency operations plans prepared under AS 26.23.073.

- For response to public health emergencies, the Department of Health and Social Services (DHSS) is the lead state agency. The State responds in accordance with the DHSS EOP for public health emergencies.
- For response to wildland fire management emergencies, the Department of Natural Resources, Division of Forestry is the lead state agency. The State responds in accordance with the Alaska Interagency Fire Management Plan.
- For response to oil and hazardous substance releases, the Department of Environmental Conservation, Spill Prevention and Response Division is the lead state agency. The State responds in accordance with the Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges/Releases (aka the “Unified Plan”), and the ten Federal/State Sub-area Contingency Plans for Oil and Hazardous Substance Response.

## Operational Priorities

Special consideration is given to the following priorities when conducting emergency operations:

- Protecting life (highest priority), property, and the environment
- Meeting the immediate emergency needs of people, including rescue, medical care, food, shelter, and clothing
- Temporarily restoring facilities, whether publicly or privately owned, that are essential to the health, safety, and welfare of people (such as medical, sanitation, water, electricity, and emergency road repair)
- Meeting the short-term rehabilitation needs of people, including provision of temporary housing, food, and employment
- Mitigating hazards that pose a threat to life, property, or the environment

## Emergency Operations Roles and Responsibilities

The concept of operations for all phases of emergency operations and for all hazards to which this plan applies involves six entities; they are the incident management structure employed at the local level, the State Multi-Agency Coordination (MAC) Group, the SEOC, the federal response organization, and business and industry. The relationship of these entities is shown below.

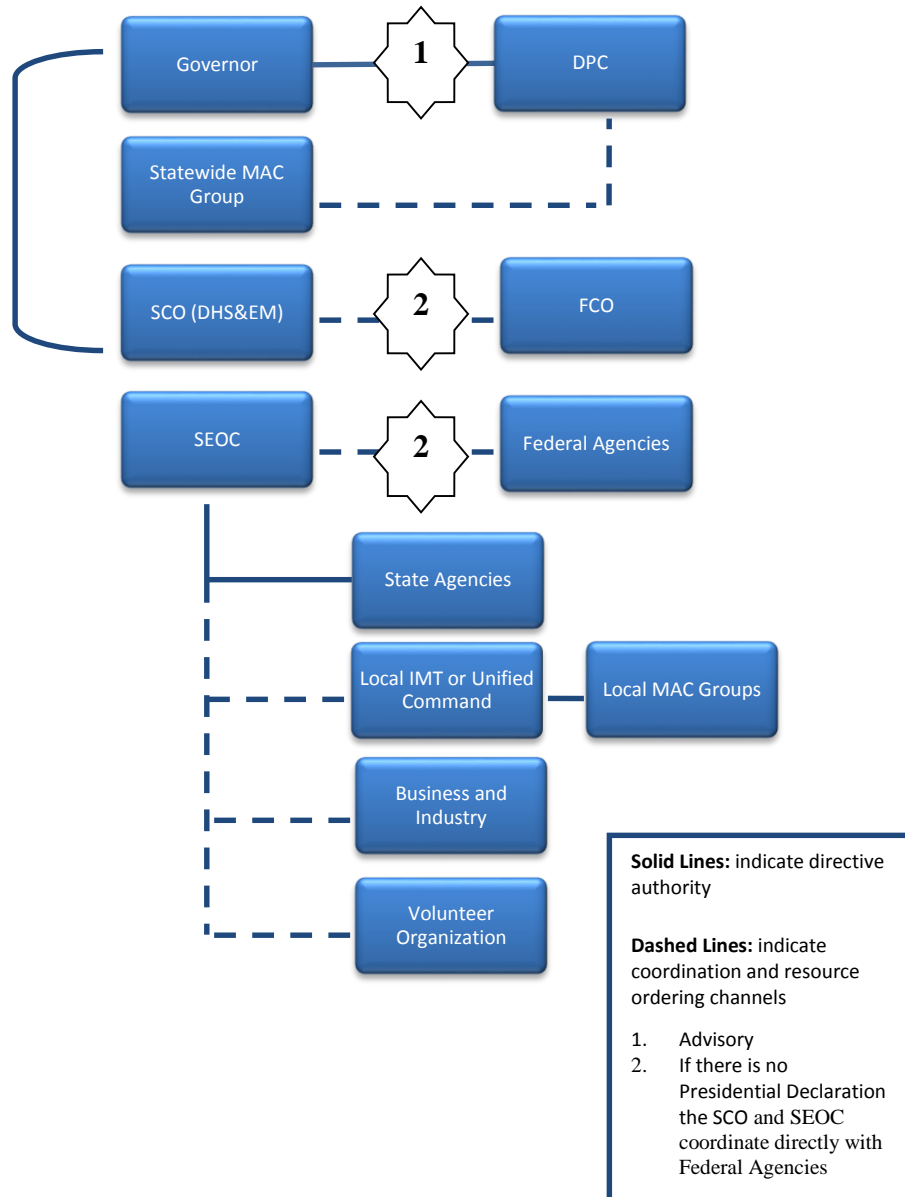


Figure 10. Response organization relationships.

## State of Alaska Incident Management Structure/Unified Command

### Governor

The Governor is responsible for meeting the dangers presented to the state and its people by disasters. If the Governor finds a disaster has occurred or a disaster is imminent or threatened, the Governor shall, by proclamation, declare a condition of disaster emergency. In the event of actual enemy or terrorist attack in or against the state, or a credible threat of imminent enemy or terrorist attack, the Governor may declare a state of emergency exists. The Governor is

Commander-in-Chief of the armed forces of the state under Alaska Constitution Article 3.19 and Alaska Statute Title 26.

## **Disaster Policy Cabinet**

The role of the Disaster Policy Cabinet (DPC) when convened is to provide expeditious, coordinated state agency recommendations to the governor in response to emergencies resulting from major disaster events and homeland security events.

### **Disaster Policy Cabinet Composition**

- Department of Military and Veterans Affairs (Chair)
- Department of Administration
- Department of Commerce, Community and Economic Development
- Department of Corrections
- Department of Environmental Conservation
- Department of Health and Social Services
- Department of Law
- Department of Natural Resources
- Department of Public Safety
- Department of Transportation and Public Facilities

## **Multi-Agency Coordination Group**

The role of the MAC Group is to accomplish executive level interagency coordination and to adjudicate allocation of scarce resources when necessary.

### **Multi-Agency Coordination Group Composition**

Top management personnel from responsible agencies, organizations, and jurisdictions supporting or impacted by the event. *Representatives should be fully authorized to represent and act on behalf of their parent organization.* The MAC Group is chaired by the Commissioner of Department of Military and Veteran Affairs.

## **State Coordinating Officer**

The State Coordinating Officer (SCO) is the principal state liaison appointed by the Governor to administer disaster *recovery* efforts in cooperation with the Federal Coordinating Officer.

## **Federal Coordinating Officer**

The Federal Coordinating Officer (FCO) is the principal federal liaison appointed by the President to provide coordination between the State of Alaska and FEMA. During a presidentially declared disaster, the FCO administers the federal response in cooperation with the SCO.

## State Emergency Operations Center Preparedness Levels

### Preparedness Levels

The SEOC assigns one of four levels of preparedness based on current or potential events and their likely impact.

### Criteria

Criteria for assigning SEOC preparedness levels may include:

- Actual or forecasted weather events with significant potential impacts to people and their property;
- Occurring or forecasted geologic events with potential impacts to people, property, and transportation, including volcanic eruptions or increases in seismic activity that are precursors to volcanic eruptions;
- Wildland fire activity that impacts state response capabilities; however, Alaska Interagency Coordination Center (AICC) advanced preparedness levels normally do not directly impact DHS&EM levels;
- Availability of emergency response and recovery resources statewide; and
- Significant events in communities affecting their response capabilities, including power system failures, water and sewer system problems, large fires, and other incidents.

For more information on preparedness levels, see the *Levels of Preparedness* section (page 145).

### Federal Agencies

The role of federal agencies is to take immediate actions to perform their primary missions, and respond to requests for assistance from the State of Alaska.

### Federal Agencies Composition

Multiple federal agencies operating both inside and outside Alaska are organized into 15 Emergency Support Functions (ESF) in the National Response Framework:

- ESF #1 Transportation
- ESF #2 Communications
- ESF #3 Public Works and Engineering
- ESF #4 Firefighting
- ESF #5 Emergency Management
- ESF #6 Mass Care, Housing, and Human Services
- ESF #7 Resource Management
- ESF #8 Public Health and Medical Services
- ESF #9 Urban Search and Rescue
- ESF #10 Oil and Hazardous Materials Response
- ESF #11 Agriculture and Natural Resources
- ESF #12 Energy



- ESF #13 Public Safety and Security
- ESF #14 Long Term Community Recovery and Mitigation
- ESF #15 External Affairs

## State Agencies

The role of state agencies is to take immediate actions to perform their primary missions and respond to requests for assistance from the SEOC.

## State Agency Composition

Multiple State agencies are organized into functional responsibilities throughout the *State EOP*.

- Office of the Governor
- Department of Administration
- Department of Commerce, Community and Economic Development
- Department of Corrections
- Alaska Court System
- Department of Education and Early Development
- Department of Environmental Conservation
- Department of Fish and Game
- Department of Health and Social Services
- Department of Labor and Workforce Development
- Department of Law
- Department of Military and Veterans Affairs
- Department of Natural Resources
- Department of Public Safety
- Department of Revenue
- Department of Transportation and Public Facilities

## Local Incident Management Teams (IMTs)/Unified Command

The role of the local incident management teams/unified command is to provide direct response operations to save lives, protect property, minimize damage, and maintain or restore essential services in accordance with local Emergency Operations Plans.

## Local Incident Management Teams (IMTs)/Unified Command Composition

Local IMTs are typically staffed with first responders (fire, police, EMS), public works, health care, and local executive officials. IMTs can function in the Incident Management Team (IMT)/Incident Command System (ICS) structure, or Unified Command, or Emergency Operations Centers.

## Local Multi-Agency Coordination (MAC) Group

The role of the Local MAC Group is to accomplish executive level interagency coordination and establish policy, objectives, and priorities that drive local Incident Management Teams.



### Local Multi-Agency Coordination (MAC) Group Composition

Local MAC groups consist of top management personnel from responsible agencies, organizations, and jurisdictions supporting or impacted by the event. Representatives should be fully authorized to represent and act on behalf of their parent organization. MAC Groups may be established for events impacting multiple cities or villages within a borough, or multiple boroughs, as needed.

### Business and Industry

The role of the private sector is to direct response operations to save lives, protect property, minimize damage, maintain or restore essential services, and protect employees and business functions in accordance with corporate Emergency Operations and Business Continuity Plans.

### Business and Industry Composition

Business and industry is comprised of top management personnel, including Chief Executive Officers, Operating Officers, Risk Managers, Emergency Managers, and their employees.

### Volunteer Organizations

The role of volunteer organizations is to direct response and recovery operations to provide for mass care, sheltering, donations management, and other relief efforts as needed.

### Volunteer Organizations Composition

Volunteer organizations are organized according to their independent structures. The Alaska Voluntary Organizations Active in Disasters (AKVOAD) brings together voluntary organizations with roles in disasters, including American Red Cross, Salvation Army, and other community and faith-based organizations.

### Functional Responsibilities

Significant activities common to disaster emergencies are grouped according to emergency management functions. State agencies having day-to-day obligations and private organizations having agreed to disaster response tasks are assigned specific responsibilities on subsequent pages. ***All state agencies are responsible for developing supporting checklists and standard operating procedures in support of this plan.*** The relationships among various agencies and functions are shown in the following matrix. The matrix also indicates agencies assigned a primary functional responsibility and those having a supporting agency role.

Agencies are assigned a primary functional responsibility on the basis of their statutory authorities, resources, capabilities, and expertise in the particular functional areas. It is expected an agency designated as a primary agency will, in response to requests from the SEOC, orchestrate the state response within its functional area. This means the designated agency will marshal internal resources; provide subject matter expertise to the SEOC, SCO, DPC, MAC Group and other state agencies; provide liaison and staff officers to the SEOC; coordinate with



all levels of government regarding the particular functional area; and bring in all other responsible agencies to support development of event action plans.

Agencies are also assigned supporting roles based on their resources, capabilities, and expertise in a particular functional area. Support agencies will respond to requests from the primary agency within a functional area.

All state agencies are encouraged to conduct an internal after-action review of their operations following a state or federal disaster. Corrective actions requiring multi-agency coordination may be referred to the State Emergency Response Commission.

<p>P = Primary Functional Responsibility</p> <p>S = Support Responsibility – Entities have potential functions, but may not be activated for all incidents</p> <p>Annexes address specific coordinating and supporting roles</p>	FUNCTION:	Coordination & Control	Communications	Alert, Warning, & Notification	Public Information	Public Safety	Resource Management	Search and Rescue	Public Works	Health and Medical Services	Mass Casualties	Mass Care	Mass Fatalities	Pet Evacuation & Sheltering	Evacuation	Vol & Don Management	Finance and Admin Services	Damage Assessment	Recovery	Debris Management	Natural Resources	Transportation	Catastrophic Incident	Cyber Incidents
STATE OF ALASKA																								
Office of the Governor		S	S		S												S	S	S				S	
State Emergency Operations Center (SEOC)		P	P	P	P	S	P	S	S	S	S	P	S	S	P	S	P	P	P	P	S	S	P	
Dept of Mil & Veterans Affairs (DMVA)/DHS&EM		S	S	S	S	S	S	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S	S	S
DMVA/Alaska National Guard (AKNG)		S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	
Dept of Administration (DOA)		S	S		S		S									S	S	S	S	S	S		S	P
Dept of Comm, Community, and Econ. Dev. (DCCED)		S	S		S		S		S						S	S	S	S	S	S	S	S	S	
Dept of Corrections (DOC)		S	S		S	S									S		S	S	S				S	
Dept of Education and Early Development (DEED)		S	S		S					S		S			S		S	S	S	S			S	
Dept of Environmental Conservation (DEC)		S	S	S	S	S	S		S	S				P	S	S	S	S	S	S	S	S	S	
Dept of Fish and Game (DF&G)		S	S		S	S								S	S		S	S	S	S	S	S	S	
Dept of Health and Social Services (DHSS)		S	S	S	S	S	S			P	P	S	P		S		S	S	S		S		S	



# State of Alaska Emergency Operations Plan

Dept of Labor & Workforce Development (DOLWD)		S	S		S		S								S		S	S	S	S	S		S	
<b>P = Primary Functional Responsibility</b> <b>S = Support Responsibility - Entities have potential functions, but may not be activated for all incidents</b> <b>Annexes address specific coordinating and supporting roles</b>	<b>FUNCTION:</b>	Coordination & Control	Communications	Alert, Warning, & Notification	Public Information	Public Safety	Resource Management	Search and Rescue	Public Works	Health and Medical Services	Mass Casualties	Mass Care	Mass Fatalities	Pet Evacuation & Sheltering	Evacuation	Vol & Don Management	Finance and Admin Services	Damage Assessment	Recovery	Debris Management	Natural Resources	Transportation	Catastrophic Incident	Cyber Incidents
<b>STATE OF ALASKA</b>																								
AK Dept of Law (DLAW)		S	S		S					S						S	S	S	S		S		S	S
Dept of Natural Resources (DNR)		S	S	S	S	S	S			S					S	S	S	S	S	S	<b>P</b>	S	S	
Dept of Public Safety (DPS)		S	S		S	<b>P</b>	S	<b>P</b>		S	S	S	S		S	S	S	S	S	S	S	S	S	S
Dept of Revenue (DOR)		S	S		S											S	S	S	S				S	
Dept of Trans and Public Facilities (DOT&PF)		S	S		S	S	S		<b>P</b>						S	S	S	S	S	S	S	<b>P</b>	S	
Office of Management and Budget (OMB)		S	S		S												S	S	S				S	
Alaska Railroad Corporation (ARRC)					S		S										S	S	S	S		S	S	
Multi-Agency Coordination Group (MAC Group)		S	S																					
Alaska Earthquake Information Center (AEIC)				S	S																		S	
Alaska Volcano Observatory (AVO)				S	S																		S	



Alaska Information and Analysis Center (AKIAC)			S	S	S	S														S			S	S
Affected Jurisdictions		S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
<b>P = Primary Functional Responsibility</b> <b>S = Support Responsibility – Entities have potential functions, but may not be activated for all incidents</b> <b>Annexes address specific coordinating and supporting roles</b>	<b>FUNCTION:</b>	Coordination & Control	Communications	Alert, Warning, & Notification	Public Information	Public Safety	Resource Management	Search and Rescue	Public Works	Health and Medical Services	Mass Casualties	Mass Care	Mass Fatalities	Pet Evacuation & Sheltering	Evacuation	Vol & Don Management	Finance and Admin Services	Damage Assessment	Recovery	Debris Management	Natural Resources	Transportation	Catastrophic Incident	Cyber Incidents
<b>FEDERAL ENTITIES</b>																								
Federal Emergency Management Agency (FEMA)		S	S	S	S		S	S		S	S	S	S		S	S	S	S	S	S			S	S
Alaskan Command (ALCOM)		S	S	S	S		S			S							S	S					S	
Center for Disease Control (CDC)					S					S							S						S	
Civil Air Patrol (CAP)			S		S	S	S	S							S		S	S		S	S		S	
Environmental Protection Agency (EPA)					S	S			S	S							S		S	S	S	S	S	
Federal Aviation Administration (FAA)					S					S							S					S	S	
Federal Bureau of Investigation (FBI)			S	S	S	S				S							S			S	S		S	
National Resource Conservation Services (NRCS)					S												S				S		S	



# State of Alaska Emergency Operations Plan

National Warning Center (NWC)			S	S												S							S	
National Weather Service (NWS)		S	S	S												S							S	
NAWAS State Area Warning Points		S	S	S												S							S	
<b>P = Primary Functional Responsibility</b> <b>S = Support Responsibility – Entities have potential functions, but may not be activated for all incidents</b> <b>Annexes address specific coordinating and supporting roles</b>	<b>FUNCTION:</b>	Coordination & Control	Communications	Alert, Warning, & Notification	Public Information	Public Safety	Resource Management	Search and Rescue	Public Works	Health and Medical Services	Mass Casualties	Mass Care	Mass Fatalities	Pet Evacuation & Sheltering	Evacuation	Vol & Don Management	Finance and Admin Services	Damage Assessment	Recovery	Debris Management	Natural Resources	Transportation	Catastrophic Incident	Cyber Incidents
<b>FEDERAL ENTITIES</b>																								
Transportation Security Administration (TSA)					S	S											S							S
U.S. Army Corps of Engineers (USACE)					S		S		S								S	S	S	S	S	S	S	
U.S. Coast Guard (USCG)		S	S	S	S	S	S	S							S		S	S		S	S	S	S	
U.S. Dept of Justice/ U.S. Attorney (USDOJ)				S	S												S						S	
U.S. Postal Service (USPS)					S					S							S		S				S	
U.S. Department of Health and Humans Services (U.S. DHSS)					S					S	S	S	S				S	S			S		S	
National Tsunami Warning Center (NTWC)		S	S	S													S						S	
<b>OTHER ENTITIES</b>																								
AK Voluntary Organizations Active in Disasters (AKVOAD)		S			S							S		S		P	S		S				S	
The Salvation Army												S												



Amateur Radio Emergency Services (ARES)		S	S	S												S						S	
American Red Cross (ARC)				S		S			S	S	S			S	S	S	S	S				S	
American Veterinary Medical Association (AVMA)				S		S							S			S						S	





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**ANNEX A: COORDINATION AND CONTROL (ESF #5)**

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES: All State Departments and Agencies  
Multi-Agency Coordination Group  
Affected Jurisdictions  
Federal Emergency Management Agency  
Alaskan Command  
Alaska Voluntary Organizations Active in Disaster

**I. PURPOSE**

This Annex will describe the disaster coordination and control processes including notification, state coordination with local community emergency operations, and state emergency operations through the State Emergency Operations Center (SEOC).

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. As they are able, local communities respond to and recover from emergency incidents pursuant to AS 26.23.060. When an incident exceeds a community's capability, they request assistance from the next level of authority for their jurisdiction. For communities within the jurisdiction of an organized borough, the community requests disaster emergency assistance from their borough. When the borough capability is exceeded, the borough requests assistance from the state. In communities in the Unorganized Borough, requests for disaster emergency assistance come directly to the state.
2. The Division of Homeland Security and Emergency Management (DHS&EM) manages disaster emergencies pursuant to Alaska Statute 26.23. DHS&EM's SEOC serves as the state's single point of contact for an integrated state disaster emergency response. The SEOC is available at all times through SEOC Operations staff and is augmented by staff from DHS&EM and other state, federal, and volunteer agencies as needed to coordinate the state's response.

**B. Assumptions**

1. Most emergency incidents are handled routinely by local, borough, state and volunteer agencies, with technical assistance from the SEOC Operations staff as needed.
2. When a local or tribal government in an organized borough experiences a disaster emergency that exceeds their capability, they will seek assistance from their borough.



3. When a borough or community in the Unorganized Borough experiences a disaster emergency that exceeds their capability, they will seek assistance from the state through the SEOC.
4. The SEOC will be the point of contact to receive local and borough declarations of disaster.
5. The SEOC functions to coordinate and execute the state's response and recovery operations, pursuant to a declaration of disaster by the Governor and under the Alaska Disaster Act.
6. When a disaster emergency exceeds the state's capability, the state may request federal assistance through a federal disaster declaration.
7. The SEOC follows the Incident Command System and supports local and/or borough directed emergency operations.
8. DHS&EM will enter into formal agreements with other agencies or organizations as needed for implementation of this plan.

### III. CONCEPT OF OPERATIONS

1. For disaster emergencies at the local/tribal or borough government level, coordination and control will be the responsibility of the local/tribal/borough incident commander(s), emergency operations center(s), and executives.
2. When communities or jurisdictions request disaster emergency assistance from the state, the SEOC will communicate with their emergency operations center(s) and provide the centralized state response coordination and control to support local/tribal/borough directed emergency operations.
3. A priority of the SEOC is to provide local communities and boroughs with the resources needed to meet their life-safety, property conservation, and incident stabilization objectives. Additional SEOC objectives include providing accurate situational information to state policy makers and the public and assuring cost-effectiveness of state disaster expenses.
4. SEOC will deploy staff to the field as needed when requested by local communities, in support of local Emergency Operations Centers, in support of state response and recovery operations, and to serve as Incident Management Teams (IMTs) or Area Command(s) for either state or local operations. IMTs deployed at the request of local communities to supplement locally directed operations will serve under the community's direction and control.
5. In responding to disaster emergencies, the SEOC will coordinate and control response from state agencies, volunteer agencies, intrastate and international mutual aid, and federal agencies prior to establishing a Joint State/Federal Field Office.
6. When there is a federal disaster declaration, the SEOC transitions the response and recovery to a Joint Field Office (JFO) with FEMA in executing Emergency Support Function (ESF) #5, Emergency Management and operating with a designated State Coordinating Officer (SCO) and Federal Coordinating Officer (FCO) in unified command.
7. The SEOC designates escalating activation Preparedness Levels, 1 through 4, based on incident severity, complexity, and the need for inter-agency response participation.



Level 1, the lowest, is routine operations, while Level 4, the highest, is response to a major life threatening and/or property damaging incident.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Develop procedures to formulate and activate the SEOC staff.	DMVA
Develop a disaster emergency situation reporting system.	DMVA
Develop checklists and standard operating procedures to support this plan.	All State Depts./Agencies
Activate SEOC, as warranted.	DMVA
Brief Governor and provide situational information to the Disaster Policy Cabinet.	DMVA
Coordinate activation of the MAC Group, if warranted.	DMVA
Determine appropriate actions to save lives and protect property.	DMVA
Coordinate disaster emergency operations.	SEOC
Receive and process requests for assistance.	SEOC
Prepare Situation Reports and Incident Action Plans.	SEOC
Coordinate and disseminate emergency public information.	SEOC ▪ JIC
Assist Governor in preparing declarations, administrative orders, proclamations, executive orders, and directives.	DMVA
Issue proclamations, executive orders, and directives to facilitate disaster emergency operations.	Governor
Activate and deploy Interagency Incident Management Teams to support local jurisdictions, as needed.	SEOC
Operate a central ordering point for requisitioning unavailable resources.	SEOC
Prepare requests for federal assistance.	DMVA
Coordinate use of federal resources.	SEOC
Liaison with community leaders and special interest groups.	SEOC
Develop measures to ensure personnel safety.	SEOC
Provide staff to SEOC, as warranted.	All State Depts./Agencies
Provide liaisons to SEOC, as warranted.	All State Depts./Agencies ▪ Affected Jurisdictions ▪ Federal Agencies ▪ AKVOAD
Provide legal assistance to the SEOC staff.	DRAW
Represent the State in legal proceedings resulting from a disaster emergency.	DRAW
Provide or arrange escort service for media representatives and VIPs.	SEOC ▪ JIC
Coordinate with the FCO and Federal Emergency Support Functions (ESF) as described in the NRF.	SEOC



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**ANNEX B: COMMUNICATIONS (ESF #2)**

STATE COORDINATING AGENCY: State Emergency Operations Center

SUPPORTING AGENCIES:

- All State Departments/Agencies
- Multi-Agency Coordinating Group
- Alaska Information Analysis Center
- Affected Jurisdictions
- Federal Emergency Management Agency
- Alaskan Command
- U.S. Coast Guard
- Civil Air Patrol
- National Weather Service
- National Tsunami Warning Center
- NAWAS Local Area Warning Points
- Amateur Radio Emergency Service
- Alaska National Guard

**I. PURPOSE**

This Annex will identify systems and establish responsibility for the coordination and control of emergency communications during emergencies/disasters. This section is designed to provide a communications system for receiving and transmitting disaster emergency information and ensure the maximum utilization of available resources to meet statewide communications requirements during all phases of disasters.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. All-hazards events may disrupt normal communications within and between local, state and federal agencies, essential non-governmental organizations, and jurisdictions from time to time.
2. The availability of emergency and backup communications is essential to all levels and phases of emergency management.

**B. Assumptions**

1. Emergency communications systems will be used in an emergency/disaster to allow first responders and government operations centers to effectively communicate by any and all means necessary. When available and used properly, these systems provide a path for the exchange of critical information among decision-making officials for the coordination of local, state and federal emergency/disaster response and recovery actions.





2. Communication links between the SEOC, local communities, state agencies, and the Federal Government may not be fully operational, depending on the location and severity of the disaster.
3. All communications systems in the state may be fully or partially operational except within the disaster area which could have limited or no communications.

### III. CONCEPT OF OPERATIONS

#### A. Local Government

1. During any emergency/disaster, the affected local government(s) shall use all available, pre-identified local public and private sector communications equipment and facilities to conduct local emergency/disaster response and recovery operations in accordance with their Emergency Operations Plan.
2. If needed, communications between local EOC and the SEOC will be by telephone or e-mail as appropriate. If communications are disrupted, additional lines of communication (LOC) should be utilized as appropriate; some of which include, but are not limited to, satellite telephone, the Alaska Land Mobile Radio (ALMR), Amateur Radio Emergency Service (ARES), Alaskan Command (ALCOM), as well as other federal and state departments and/or agencies.

#### B. State Government

1. For an emergency, external support communications (state government) will be coordinated by DHS&EM. DHS&EM will determine if joint state/local government emergency communications can be controlled at a location near the site of the emergency/disaster or, for a large-scale disaster, at the SEOC. To assist in maintaining 24-hour communications capability during emergency/disaster response and recovery periods, affected local government(s) and/or state agencies that retain communications capabilities shall assign trained personnel as needed to the designated communications center.
2. During joint state/local government emergency/disaster operations, communications between the SEOC and local EOCs will be by telephone or e-mail as appropriate. DHS&EM may recommend alternative communication systems.
3. State agencies having their own internal communications systems will normally use those systems in carrying out their assigned support functions during emergency/disaster operations; however, with SEOC coordination those systems may be made available for joint use by state agencies having no internal system.

#### C. Federal Government

1. During a federal emergency, the Federal Government may establish temporary communications in the emergency/disaster area for the purpose of coordinating and controlling federal assistance operations. These communications facilities may be made available to local and state government.
2. ESF #2, Communications, is designed to assure the provision of federal telecommunications support to response efforts following a presidentially declared major emergency or disaster. Support includes government furnished and



commercially leased telecommunications under authority of federal law and regulations.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Provide technical assistance to SEOC staff.	DMVA
Arrange for emergency communications as needed between the SEOC, local contacts in the impact area, of other state and private sector organizations and federal agencies. Possibly deploy the Mobile EOC to support incident operations.	DMVA • DOA • FEMA • ARES DHSS • AKNG
Arrange to bring supplemental communications on-line, if directed.	SEOC • DOA • AKNG
Provide or arrange technical assistance to local government and other response agencies.	DMVA • DOA
Provide the SEOC Resource Unit information affecting the performance and status of the following emergency communications systems: <ul style="list-style-type: none"> <li>▪ Long distance telephone service</li> <li>▪ Local phone service in impact area</li> <li>▪ Cell phone service</li> <li>▪ Satellite service</li> <li>▪ Internet service</li> <li>▪ National Warning System</li> <li>▪ Emergency Alert System</li> <li>▪ In-use back-up radio systems</li> <li>▪ FNARS</li> <li>▪ Supplemental communications systems</li> <li>▪ E-mail</li> </ul>	DMVA • DOA • SEOC • Local Government
Maintain and report status of above systems to interested agencies external to the SEOC.	DMVA
Provide back-up communications resources, as needed.	SEOC • DNR • DOA
Provide the teleconferencing coordination service for DPC, MAC Group, and local jurisdiction teleconference, as needed.	All State Depts./Agencies • ALCOM FEMA • CAP • NWS • ARES •
<b>CYBER-ATTACK</b>	
Disseminate information about potential attack scenarios, methods of attack, and protective measures.	SEOC
Assemble intelligence about specific cyber-attack threats to Alaska and provide it to the JTTF and DHS&EM for dissemination.	DMVA • AKNG • DOA • AKIAC • FBI

#### V. DIRECTION AND CONTROL

- A. The state communications system includes all communications resources under the direction and control of the Governor. Normally, these resources are applied to the missions of specific state agencies. During emergency situations, DHS&EM will coordinate the use of these systems to support emergency management functions. Overall responsibility for SEOC communications rests with DHS&EM with secondary support provided by other state agencies and volunteer organizations.



- B. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #2, Communications.
- C. For further direction, refer to the Statewide Communications Interoperable Plan (SCIP), Tactical Interoperable Communication Plan (TICP), and the Strategic Technology Reserve (STR) plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. DHS&EM will enter into any agreements or understandings with local groups or organizations as needed for implementation of this plan.

## **ANNEX C: ALERT, WARNING, AND NOTIFICATION (ESF #2 and ESF #5)**

STATE COORDINATING AGENCY: State Emergency Operations Center

SUPPORTING AGENCIES:

- Alaska National Guard
- Department of Environmental Conservation
- Department of Health and Social Services
- Department of Natural Resources
- Alaska Earthquake Information Center
- Alaska Volcano Observatory
- Alaska Information Analysis Center
- Affected Jurisdictions
- Federal Emergency Management Agency
- Alaskan Command
- Federal Bureau of Investigation
- National Warning Center
- National Weather Service
- NAWAS Local Area Warning Points
- National Tsunami Warning Center
- U.S. Coast Guard
- Amateur Radio Emergency Service

### **I. PURPOSE**

This Annex will outline systems used in the State of Alaska to alert or provide rapid notification to affected populations of hazardous situations involving an emergency or disaster.

### **II. SITUATION AND ASSUMPTIONS**

#### **A. Situation**

1. Alaska is a diverse state that can be adversely affected by a multitude of hazards, emergencies, and disasters.
2. An effective alert, warning and notification system is needed to assist citizens impacted by these threats.

#### **B. Assumptions**

1. Local jurisdictions will provide alert and warning services for affected populations. The SEOC will provide support for plans and systems used at the local level.
2. Alerted populations will comply with the recommended protective actions.





### III. CONCEPT OF OPERATIONS

#### A. General

The State of Alaska will develop and manage plans, policies, and systems that support local alert and warning systems. It is incumbent on all local jurisdictions to initiate warning services in times of emergency.

1. DHS&EM and the SEOC receive notification of an emergency or event in a number of ways:
  - a. Notification of an event or hazard might come directly to DHS&EM through satellite, radio, phone, fax, email, or through other federal, state, or local alert and notification systems.
  - b. Calls for emergency assistance can be made to the SEOC by calling 1-800-478-2337. After-hour calls are routed through a dispatch center and information is forwarded to the Duty Officer on call. The Duty Officer is available to respond to after-hour calls seven days a week.
2. Once the SEOC has received notification of an emergency or event, it will notify partner agencies on a timely basis.

#### B. Public Alert and Notification

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 State will support local capabilities where possible. Local-level alert and notifications processes will be detailed in borough and local EOPs.

### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Establish a statewide warning system consisting of the existing telephone network, the National Warning System, and the Emergency Alert System	DMVA
Plan for, supervise, conduct, and report on system tests.	DMVA
Report earthquake characteristics and provide an assessment of the potential for significant aftershocks which may pose a risk to life and property.	AEIC • NTWC
Furnish attack warning.	NAWAS
Issue tsunami watches, warnings and advisories. As needed, issue supplemental earthquake information for earthquakes below the tsunami warning threshold.	SEOC • NTWC
Issue statements, advisories, watches, warnings, and other notices for flash floods, river and coastal floods, severe weather and storms, fire threat, and fallout/volcanic ash winds.	NTWC
Conduct education and outreach opportunities within the community with information about alert and warning information.	NWS • DHS&EM
Issue volcanic warnings and advisories.	AVO
Issue wildland fire warnings and advisories.	DNR





Issue Air Quality Advisories.	DEC
Issue warnings about public health related emergencies/situations using the Health Alert Network (HAN).	DHSS
Provide hazardous materials release notification to State and Federal agencies in coordination with affected communities.	DEC
Assess pre-event data, review event specific notification requirements, and verify receipts of warnings at the local level.	SEOC
Relay warning related information to local officials in neighboring communities as needed in accordance with "Fan-out" procedures.	SEOC
Warn the public and recommend protective measures to preserve life, property, vital resources and the environment.	NAWAS ▪ SEOC
Heed warnings and take protective actions.	Affected Jurisdictions

## V. DIRECTION AND CONTROL

- A. The SEOC will work to coordinate all alert, warning, and notification resources under the direction and control of the Governor. During emergency situations, DHS&EM will coordinate the use of these systems to support emergency management functions.
- B. For further information please see the State of Alaska Emergency Alert System Plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. DHS&EM will enter into any agreements or understandings with local groups or organizations as needed for implementation of this plan.



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## ANNEX D: PUBLIC INFORMATION (ESF #15)

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES: All State and Federal Departments/Agencies  
Affected Jurisdictions  
All Other Entities

### I. PURPOSE

This Annex will establish a process to provide disaster emergency public information and instructions to communities and the public. The Public Information Annex ensures sufficient state-level public affairs personnel are deployed during disasters, emergencies or statewide incidents to coordinate the provision of accurate, coordinated, and timely information to affected populations, governments, legislators, and the media.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

During emergencies and disasters, the public needs detailed information regarding protective actions to minimize the loss of life and property. Every effort should be made to provide timely, accurate emergency information through both conventional and nonconventional media sources.

#### B. Assumptions

1. The continuous flow of official information and instructions to the public is essential during an emergency/disaster.
2. Panic, fear, rumors and confusion can be reduced or avoided by proper coordination and dissemination of official emergency/disaster information.

### III. CONCEPT OF OPERATIONS

#### A. Local Government

During any emergency/disaster situation, the affected local government(s) will coordinate with the State to synchronize official emergency/disaster-related public information.

#### B. State Government

1. During SEOC activation, state agencies that are involved with elements of the response may distribute public information in their normal capacity. Public information products such as press releases, notifications, and media advisories will be shared with the JIC. If greater coordination of messaging is required, the JIC Lead PIO will work with federal, state, and non-government PIOs to ensure public information is in keeping with the incident objectives. Coordinated messages will require SEOC Incident Commanders approval. The SEOC PIO will work closely with



- the Incident Commander and local government authorities to keep information releases timely and appropriate.
2. The Governor's Press Secretary will approve the final release of all information from the Governor or Governor's Office.
  3. Each state agency shall maintain appropriate standard operating procedures to support emergency public information operations. These should include, but are not limited to:
    - a. An outline of the agency's emergency public information organization and responsibilities;
    - b. Instructions for coordination and release of emergency public information originated by the agency and coordinated with the SEOC PIO;
    - c. Provisions for continuation of emergency public information releases during the post-emergency/disaster period; and
    - d. Provisions for alternative methods of disseminating emergency public information if regular television, radio, internet, and newspaper media capabilities are lost.
  4. The SEOC PIO will coordinate closely with PIOs from other responding state agencies to ensure the release of accurate and concise information is coordinated through the Incident Commander. When the demand for public information is greater than existing capabilities, or when close coordination with multiple agencies is necessary, a Joint Information Center will be established. The JIC will operate in accordance with the State of Alaska Joint Information System Plan.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Produce pre-scripted public information statements regarding each of the hazards threatening Alaska.	DHS&EM
Establish social media sites and build audiences through regular engagement.	DHS&EM
Conduct preparedness educational outreach opportunities within the community.	DHS&EM
Act as the focal point for Freedom of Information Act (FOIA) requests related to the incident.	DMVA
Prepare and disseminate public information announcements as needed.	DHS&EM
Monitor media messages and public rumors for use in crafting appropriate follow-on public information messages.	DHS&EM
Ensure the release of information does not hinder emergency response, prejudice the outcome of an investigation, pose a further threat to public safety, or elevate public anxiety.	SEOC



RESPONSIBILITY / TASK	ORGANIZATION
Conduct daily media briefings and updates as needed.	SEOC
Provide information to IMT PIOs and local elected officials.	SEOC
Coordinate agency escorts for media representatives and VIPs.	SEOC
Act as the focal point for the release of information regarding fatalities and casualties.	DPS ▪ DHSS
Establish a public information hotline for effective two-way communication with all audiences (media, public, elected officials, etc).	SEOC
Produce public information in formats for all audiences to be posted to the incident website.	SEOC
Establish a JIC facility.	SEOC
Provide timely incident information to the Joint Information Center (JIC).	SEOC
Provide representatives to the JIC as needed.	All State Depts./Agencies ▪ Federal Agencies
Establish methods for controlling access to the JIC.	SEOC
Coordinate JIC press releases with the Governor's Press Secretary and IMT PIO.	SEOC
Support JIC communications/information management requirements.	SEOC ▪ DMVA
Conduct all public information activities through the Joint Information System (JIS) and/or Virtual JIC when a formal JIC is impractical.	SEOC ▪ All State Depts./Agencies
Establish routine communications/coordination/information exchange protocols with local JICs.	SEOC
Coordinate individual agency/departmental media releases with the JIC.	All State Depts./Agencies ▪ Affected Jurisdictions ▪ Federal Agencies

## V. DIRECTION AND CONTROL

- A. The heads of all state support agencies, boards, commissions and volunteer organizations are responsible for appointment of PIOs. These officers will be responsible for coordinating releases with the SEOC PIO.
- B. DHS&EM will coordinate with the Federal Government for assistance provided by the NRF ESF #15, External Affairs.

## VI. ADMINISTRATION AND LOGISTICS

- A. Personnel/staffing will be tailored to the needs of the situation. A functional organization will be established with responsibilities for ongoing activities. Participating PIOs may have duties assigned to fulfill the needs of the information collection and dissemination process. Assignments will be in addition to performing duties for their own agencies. PIOs participating in the JIC may perform additional functions as outlined in the JIC Standard Operating Procedure (SOP).
- B. Office space, equipment and supplies as appropriate to support the effort will be provided, either at the SEOC, a site near the Incident Command Post, Local EOC , or at a Joint Field Office, as appropriate to the situation.

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## ANNEX E: PUBLIC SAFETY (ESF #13)

STATE COORDINATING AGENCY: Department of Public Safety

SUPPORTING AGENCIES: Department of Military and Veterans Affairs/  
State Emergency Operations Center  
Alaska National Guard  
Department of Corrections  
Department of Environmental Conservation  
Department of Health and Social Services  
Department of Transportation and Public Facilities  
Multi-Agency Coordination Group  
Alaska Information Analysis Center  
Affected Jurisdictions  
Federal Bureau of Investigation  
Environmental Protection Agency  
U.S. Coast Guard

### I. PURPOSE

This Annex will establish guidelines for affected local government(s) to implement special public safety and security measures to maintain law and order, control traffic and provide security within the threatened or affected area. The intent of such actions is to protect life and property and maintain order during disaster emergencies.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

Local law enforcement resources may become depleted at any time; this is especially true during and after a major disaster or terrorism event. Natural disasters and other emergencies in Alaska have shown normally available law enforcement resources may be difficult to obtain and use due to massive disruptions of communications, transportation, and utility systems, and increased emergency calls for assistance.

#### B. Assumptions

1. If an emergency is of such magnitude that local government capabilities are not sufficient to cope with the situation, additional support from certain designated state agencies will be provided.
2. In all cases, prompt safety and security measures will be essential for the protection of life and property.

### III. CONCEPT OF OPERATIONS

## A. Local Government

1. During any emergency-disaster incident, affected local government(s) will exercise supervision of public safety and security measures, including communications within the emergency/disaster area. Security of installations and facilities within the emergency/disaster area that are normally under the responsibility of the State will be handled at the state government level in coordination with the affected local government.

## B. State Government

1. When a situation is declared an emergency, designated state agencies will assist local government efforts by:
  - a. Providing additional personnel, equipment, and communications support to augment local government law enforcement efforts, and
  - b. Determining and maintaining ingress and egress routes for the emergency/disaster area.

## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Provide DPS Liaison to SEOC.	DPS
Coordinate public safety support to local governments to include: law enforcement, security, traffic control, urban fire support, search and rescue, evacuation, sheltering, victim identification, management of mass casualties and mass fatalities, and related record keeping.	DPS • SEOC • DHSS • ARC
Provide public safety support resources.	DPS • AKNG • DOC
Ensure liaison with federal law enforcement organizations.	DPS
<b>TERRORISM</b>	
<b>ASSASSINATION</b>	
Disseminate information about potential assassination scenarios and methodologies.	DPS • DMVA • AKIAC • FBI
Assemble intelligence concerning specific assassination threats to Alaskans.	DPS • AKIAC
Conduct activities to detect indications of possible attack.	DPS
Designate an SEOC liaison.	DPS
Provide explosive and firearms technical support as needed.	DPS • ALCOM • FBI • BAFTE
Prepare to provide support to local jurisdictions statewide.	DPS • AKNG
Provide representatives to local Unified Commands as needed.	DPS
<b>HIGH EXPLOSIVE ATTACK</b>	
Disseminate information about potential high explosive attack scenarios and the various methods of attack.	DPS • DMVA • AKIAC • FBI
Assemble and disseminate intelligence concerning high explosive attack threats to Alaska.	DPS • FBI • AKIAC



<b>HOSTAGE TAKING/HIJACKING</b>	
Disseminate information about potential hostage taking/hijacking scenarios.	DPS • DMVA • DOT&PF • FAA • FBI • TSA
Assemble and disseminate intelligence about specific hostage taking/hijacking threats to Alaska and provide them to the appropriate law enforcement agencies.	DPS • FBI • AKIAC
<b>INCENDIARY ATTACK</b>	
Disseminate information about potential incendiary attack scenarios and the various methods of deployments.	DPS • DMVA • AKNG • AKIAC
Assemble intelligence about specific incendiary attacks threats to Alaska and provide them to the appropriate law enforcement agencies.	DPS • DMVA • AKNG • DOT&PF • AKIAC • FBI • TSA
<b>Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) Attack</b>	
Disseminate and assemble tasks to include AKNG and JTTF.	DPS • FBI • DOD • DEC • TSA • AKIAC

## V. DIRECTION AND CONTROL

- A. Local government is responsible for law enforcement activities within its jurisdiction. Disaster emergency operations should be directed using the Incident Command System and Unified Command as appropriate. For information and resource management purposes, requests for outside agency law enforcement assistance by local officials to include National Guard should be coordinated through the SEOC. National Guard resources under Title 32 or State Active Duty (SAD) status do not fall under the Posse Comitatus Act (18 U.S.C 1385) and can be called into service by the Governor or his representative in support of local and state law enforcement agencies.
- B. DHS&EM will coordinate with state agencies and, when needed, with the Federal Government for assistance provided by the NRF ESF #13, Public Safety and Security.
- C. When state and local resources are insufficient for maintaining public safety and security, the Governor may apply for federal law enforcement assistance in the time of a law enforcement emergency. This is done through the Emergency Federal Law Enforcement Assistance provisions of the Justice Assistance Act of 1984 (“the Act”), 42 U.S.C. §10501. Under that Act, the U.S. Attorney General may provide federal assistance during a law enforcement emergency when state and local resources are insufficient for maintaining public safety and security. Available assistance may include equipment, training, intelligence information, and personnel.
- D. Upon request from the Governor, the President may invoke federal law to use U.S. military forces to suppress civil disorder resulting from defiance of state authority. In the most serious situations, the combined effort of federal, state and local law enforcement agencies may not prove adequate to maintain public order. In such cases, under the federal statutes providing for the “Enforcement of the Laws to Restore Public Order” (formerly the “Insurrection Act”), the President may use federal military forces to restore order, including through the conduct of law enforcement activities (Chapter 15 of title 10, U.S.C.).



VI. ADMINISTRATION AND LOGISTICS

- A. DHS&EM will enter into any agreements or understandings with local groups or organizations as needed for implementation of this plan.

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## ANNEX F: RESOURCE MANAGEMENT (ESF #7)

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES:

- Alaska National Guard
- Department of Administration
- Department Commerce, Community and Economic Development
- Department of Environmental Conservation
- Department of Health and Social Services
- Department of Labor and Workforce Development
- Department of Natural Resources
- Department of Public Safety
- Department of Transportation and Public Facilities
- Alaska Railroad Corporation
- Multi-Agency Coordination Group
- Alaska Information Analysis Center
- Affected Jurisdictions
- Federal Emergency Management Agency
- Alaskan Command
- Civil Air Patrol
- U.S. Army Corp of Engineers
- U.S. Coast Guard
- American Red Cross
- American Veterinarian Medical Association

### I. PURPOSE

This Annex will provide guidance and outline procedures for obtaining, managing, allocating, and monitoring the use of resources prior to, during, and after emergency situations or when such situations appear imminent.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

1. A major disaster or emergency may overwhelm the capabilities and exhaust the resources of local governments.

#### B. Assumptions

1. Resource management, training, and ongoing communication will take place with DHS&EM and state agencies with often used resources.

2. DHS&EM will continue to assist the local communities in typing the communities' resources and capabilities.
3. Interagency Memoranda of Understanding, Memoranda of Agreement (MOU/MOA) and jurisdictional agreements will be invoked and resources made available when requested.
4. If the event is catastrophic, all functioning organizations may be tasked for resources.
5. Additional resources (equipment, overhead, services, and supplies) required for emergency operations will generally be available from normal sources of supply.
6. The AK Interstate Mutual Aid System (AIMAS) can be a source of additional resources.
7. Some established vendors might not be able to provide needed materials on an emergency basis or could be victims of the emergency situation. Hence, standby resources should be identified and procured in advance and provisions made for arranging and staging alternative emergency resources on an as-needed basis.
8. Some businesses and individuals that are not normal suppliers will be willing to rent, lease, or sell needed equipment and supplies during emergency situations.
9. If the emergency is of such magnitude that local government capabilities are not sufficient to cope with the situation, additional support from certain designated state agencies will be provided.

### III. CONCEPT OF OPERATIONS

#### A. Local Government

1. The Incident Commander (IC) is responsible for managing emergency resources at the incident site and shall be assisted by a staff commensurate with the tasks to be performed and resources committed to the operation. The ICS structure includes a Logistics Section, which is responsible for obtaining and maintaining personnel, facilities, equipment and supplies committed to the emergency operation. The IC will determine the need to establish a Logistics Section. This decision is usually based on the size and anticipated duration of the incident and the complexity of support.
2. If available, local EOCs will coordinate with on scene commanders or Incident Command Post.

#### B. State Government

1. If the SEOC is activated, the IC shall continue to manage emergency resources committed at the incident site. The Logistic Section Chief in the SEOC shall monitor the state of all resources, manage uncommitted resources, and coordinate with the SEOC Operations Section Chief to determine requirements for additional resources at the incident site.
2. SEOC Logistics Section will work with local Logistics Sections, where they exist.
3. The SEOC should be among those initially notified of any large-scale emergency. When warning is available, key suppliers of emergency equipment and supplies should be notified that short-notice orders will be forthcoming.



4. The SEOC Logistics Section will work closely with procurement and other state agencies to document costs incurred that may be recoverable under declared disasters. The MAC Group will activate and provide adjudication of scarce resources as necessary.





## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Allocate (identifying, acquiring, distributing and tracking) resource needs prior, during, and after an event.	SEOC• Local EOCs
Communicate, request, and task partnering agencies to supply needed resources.	SEOC
Provide situational awareness, safety assessments and liaison support in coordination with needed resources to the SEOC.	DPS • DMVA • DEC • DOL&WD DNR • DOT&PF • DHSS • ARRC • AKIAC • FEMA • ALCOM • CAP • USCG • ARC
Adjudicate competing resources requests.	MAC Group
Provide liaison support for donations requested to include additional staff.	AKVOAD

## V. DIRECTION AND CONTROL

- A. State resource management, in accordance with NIMS, involves the application of tools, processes, and systems that allow for suitable resource allocations to provide support prior to, during, and after an incident. Allocation involves identifying, acquiring, distributing, and tracking all resources. In order to facilitate resource management, coordination activities will take place in the SEOC.
- B. When necessary, local/state MAC groups will be organized. Multi-agency coordination is important to establish priorities, allocate critical resources, develop strategies for response and information sharing, and facilitate communication.
- C. DHS&EM will coordinate with the Federal Government for assistance provided by the NRF ESF#13.
- D. For further direction, refer to the Alaska Interagency Coordination Center Administration Guide and State of Alaska Division of Forestry Resource Management Plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. In the event all local resources are committed, assistance will be sought from surrounding jurisdictions where jurisdictional agreements may be established. Effective cross-jurisdictional coordination using processes and systems described in the NIMS is critical in the establishment of such agreements. Where possible, each jurisdiction will execute agreements in advance with groups and individuals for use of their resources. Assistance will also be sought from volunteer groups and individuals.
- B. Some of the resources needed for emergency operations may be available only from the private sector, individuals, or volunteer or non-traditional donations management agencies. Hence, procedures are established for emergency purchasing and contracting.
- C. DHS&EM will enter into any agreements or understandings with local groups or organizations as needed for implementation of this plan.



- D. When all state resources are committed, the SEOC will coordinate requests through FEMA RRCC, JFO, EMAC, PNEMA, ETC.



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## ANNEX G: DISASTER SEARCH AND RESCUE

STATE COORDINATING AGENCY: Department of Public Safety

SUPPORTING AGENCIES:

- Department of Military and Veterans Affairs/
- State Emergency Operations Center
- Alaska National Guard
- Alaska Rescue Coordination Center
- Affected Jurisdictions
- Federal Emergency Management Agency
- Civil Air Patrol
- U.S. Coast Guard

### I. PURPOSE

This Annex defines/assigns the roles and responsibilities of Search and Rescue (SAR) agencies in Alaska during a state or federal declared emergency. Search and rescue is generally the responsibility of the authority having jurisdiction (AHJ) to include state, borough, city, and village fire departments and law enforcement agencies. The AHJ will prepare and respond in accordance with their emergency operations plans and standard operating procedures (SOPs). The Department of Public Safety (DPS) leads the State's search and rescue efforts in accordance with the National Search and Rescue Plan. This Annex establishes primary and support responsibilities for urban and rural search and rescue operations. Responsible agencies will prepare appropriate internal plans and SOPs to cover all phases of search and rescue emergency management.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

1. Disaster emergencies may cause conditions that vary widely in scope, urgency and degree of devastation. Substantial numbers of people could be in life-threatening situations requiring prompt rescue and medical care. 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 create environmental safety and health hazards.
2. Search and rescue (SAR) missions may be required when Emergency Locating Transmitter (ELT) signals and/or FAA reports of overdue aircraft are received; a request is made by local government officials for assistance in locating a missing person; or to locate survivors of natural or manmade emergencies.

#### B. Assumptions

1. The State of Alaska DPS official has primary responsibility for coordinating search and rescue and is responsible for the designation of the State SAR Coordinator. In searches where DPS is on the scene, the senior DPS official will become the IC. Where there is no DPS, a designated community official will become the IC. In



searches established by competent rescue personnel, DPS will establish a Unified Command (UC)

2. Assistance from other supporting federal, state, local, and volunteer agencies will be available upon request and as authorized by the State SAR Coordinator.
3. Federal assistance for SAR will be coordinated via the State SAR Coordinator.

### III. CONCEPT OF OPERATIONS

#### A. General

1. Requests for assistance from local government officials during a disaster event for SAR will go to the DPS SAR Coordinator. DPS may respond and coordinate or provide aerial and/or ground search assistance. Whenever more than one state entity provides assistance, DPS will assume incident command. DHS&EM will coordinate resource requirements for responding agencies.
2. State resources can be activated if the scope and scale of an event exceed the capability of a local government. The ability of the State to effectively provide the requested assistance is contingent upon the ability of DPS or the SEOC to identify and request the appropriate state and federal agencies to support the search and rescue efforts. The State's Disaster Search and Rescue Task Force (DSAR TF) may be activated at the discretion of the DPS SAR Coordinator or the SEOC IC to assist in this process. The DSAR TF may also be activated in response to or anticipation of a disaster declaration by the Governor.
3. It is assumed federal agencies with SAR capability will respond with live-saving services following a catastrophic incident resulting in degraded communications. The standing direction and intent of the State SAR Coordinator is for these agencies to act as soon as possible with all available resources to save lives. State requests for federal SAR assistance is implied and assumed until communications are restored.
4. Federal agencies will be postured and prepared to assist the State based on the requirements of the incident response. The Department of Homeland Security, through the Federal Emergency Management Agency's (FEMA) Urban Search and Rescue (USAR) section will maintain a list of available federal USAR teams that can be deployed to assist the State if an incident is beyond the resource capability of the state to manage. Lists of federal resources available in Alaska should an incident grow beyond the resource capability of state resources will be maintained by the United States Coast Guard District 17 through the Joint Rescue Coordination Center (JRCC) Juneau; the Department of Defense through the Alaska Rescue Coordination Center (AKRCC); and the Department of the Interior through the National Parks Service Alaska Office.



## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Exercise coordination and/or supervision of all search and rescue operations and provide liaison with the Alaska Search and Rescue Association (ASARA) and the other volunteer search and rescue organizations.	DPS DSAR TF
Develop and maintain this annex to the State EOP	DMVA DHS&EM
Coordinate local, state, federal and volunteer resources during a SAR mission	DPS SEOC
In accordance with its Memorandum of Understanding with the State of Alaska, provide personnel, equipment, search vans, and planes with direction finding capability as requested by Alaska State Troopers.	Contracted Agencies
Prepare and maintain SAR plans and procedures to be implemented during emergency operations.	DMVA • AKNG • CAP
Provide liaison personnel to coordinate with DPS and other agencies involved in SAR operations.	DPS DSAR TF
Maintain current procedures to ensure rapid response during SAR operations	DMVA • AKANG • AKNG USCG CAP
Coordinate training for key Alaska personnel regarding SAR operations.	CAP DMVA AKANG USCG

## V. DIRECTION AND CONTROL

- A. Alaska Statute AS 18.60.120 Search and Rescue Parties says, “Upon being notified a person is lost, injured, deceased, 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.”
- B. When SAR operations extend beyond an operational period, the SAR Coordinator and the IC shall establish a schedule for extended operations and a continuation of operations. The SAR Coordinator will brief his/her replacement prior to departing the EOC or Incident Command Post.
- C. The SAR Coordinator and/or the SEOC will coordinate with the Federal Government for assistance provided with the NRF ESF #9, the National Search and Rescue Plan, and the State of Alaska agreement with other agencies. For further direction refer to the State of Alaska DSAR TF plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. For search and rescue operations, additional local resources may be available. Local governments may provide resources, including manpower and communications equipment to augment state capabilities. Volunteers, both pilots and ground searchers, are often trained, organized, and available. More details on Administration and Logistics are contained in other sections in this State EOP, the State DSAR Plan, and DSAR TF.



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## ANNEX H: PUBLIC WORKS (ESF #3)

STATE COORDINATING AGENCY: Department of Transportation and Public Facilities

SUPPORTING AGENCIES:

- Department of Military and Veterans Affairs/  
State Emergency Operations Center
- Alaska National Guard
- Department of Commerce, Community and  
Economic Development
- Department of Environmental Conservation
- Multi-Agency Coordination Group
- Affected Jurisdictions
- Environmental Protection Agency
- U.S. Army Corps of Engineers
- U.S. Coast Guard

### I. PURPOSE

This Annex will establish processes to coordinate maintenance and emergency repair of essential facilities, utilities, and other public works.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

1. In a major disaster emergency, response and recovery operations may be beyond the State and local response capabilities. Structures may be destroyed or severely weakened. Homes, public buildings, bridges and other critical infrastructure or facilities may have to be reinforced or demolished to ensure safety. Public utilities may be damaged and partially or fully inoperable. A major disaster emergency may affect the lives of many state and local response personnel and their facilities and prevent them from performing their prescribed disaster emergency duties. Similarly, equipment in the immediate disaster emergency area may be damaged or inaccessible. Sufficient resources may not be available to state and local agencies to meet disaster emergency requirements.

#### B. Assumptions

1. No single state agency or organization has oversight over all varieties of public works and/or engineering assistance that may be required following an emergency or disaster.
2. In general, the Alaska Department of Commerce, Community and Economic Development (DCCED) addresses managerial and financial concerns related to utilities systems.
3. The Alaska Department of Environmental Conservation (DEC) addresses most engineering concerns related to water and wastewater utility systems.

4. The Alaska Energy Authority (AEA) addresses most engineering concerns related to electrical and bulk fuel storage systems.
5. Depending upon the type of utility, either DEC or AEA will serve as the lead agency to coordinate providing public works and/or engineering emergency support. DCCED staff will coordinate to address local management and financial issues.
6. The State will prioritize emergency support missions by addressing life-saving and human health issues first.
7. Rapid damage assessment of the emergency or disaster area will be necessary to determine potential workload.

### III. CONCEPT OF OPERATIONS

#### A. General

1. The SEOC will notify DOT&FP, DEC, and AEA personnel when public works and engineering capabilities are required for State assessment, response, and recovery during emergencies or disasters. Public works and/or engineering emergency support activities will depend upon the requirements for response and recovery.
2. When the SEOC is activated at Preparedness Level 3 or higher, the Department of Transportation and Public Facilities (DOT&PF) will provide a liaison to the SEOC as a single point agency representative to obtain key infrastructure-related information; response actions; recovery planning; and where appropriate, emergency management preparedness, prevention, and mitigation capabilities.
3. The SEOC will notify DCCED personnel during emergencies or disasters so that DCCED staff can identify any financial resources of the community and coordinate any necessary local management response.
4. Close coordination will be maintained among DOT&PF, DEC, AEA, DCCED, and the SEOC in order to:
  - a. Prioritize response and recovery missions;
  - b. Share and update information;
  - c. Ensure expedient response and recovery actions;
  - d. Avoid redundant activities;
  - e. Ensure a unified effort when working with federal, local, and private organizations; and
  - f. Provide accurate intelligence to other organizations in the local EOC and at the site of the emergency or disaster.
5. State agencies providing emergency or disaster support are responsible for providing logistical support to their personnel and for tracking and maintaining equipment and supplies.

#### B. Local Government



1. Local-level emergency requests for state public works and engineering resources and services communicated to the local EOC will be directed to public works and engineering personnel in the local EOC for action.
2. Requests for public works and engineering assistance made by local officials at the site of the emergency or disaster will be coordinated with and approved through the SEOC before action is taken.
3. Local Emergency Management Directors will ensure local personnel skilled in engineering and public works will be pre-identified and assigned to coordinate with state public works and engineering during emergencies or disasters.

#### C. State Government

1. The Alaska National Guard will be the liaison organization between the State and the Department of Defense.
2. State agencies providing public works and engineering support should maintain internal listings of private organizations that may be needed for specific services during emergencies/disasters. Agencies will coordinate with and obtain approval from their appropriate fiscal and executive personnel and the SEOC/Joint Field Office before making a commitment to a private provider.

#### D. Federal

1. Under the NRF, federal agencies and organizations may be activated to provide public works and engineering assistance.

### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Provide a liaison to the SEOC.	DCCED • DEC • DOT&PF
Provide public works engineering and technical assistance resources.	DCCED • DEC • DOT&PF • ARRC
Provide public works related technical assistance to local officials and facility owners/operators.	DEC • DCCED • DOT&PF • EPA • USACE
Coordinate with facility owners/operators on the operation, maintenance, and restoration of water and wastewater systems.	DEC
Provide technical assistance on water and wastewater systems to local rural officials.	DEC
Coordinate the operation, maintenance and restoration of electrical power projects.	DCCED
Provide technical power generation and transmission assistance to local rural officials.	DCCED
Work with local government officials to identify available state, federal, and local funding sources and to provide technical assistance on managerial issues.	DCCED
Provide technical assistance to assure communities have safe public and private drinking water supplies and waste water disposal systems.	DEC • EPA • USDHHS
Liaison with federal public works agencies.	DCCED • DEC • DOT&PF
Provide Public Assistance (PA) oversight to local jurisdictions, private non-profits, state agencies, and tribal governments.	DMVA



V. DIRECTION AND CONTROL

- A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #3, Public Works and Engineering.

VI. ADMINISTRATION AND LOGISTICS

- A. DHS&EM will enter into any agreements or understandings with other state departments and/or local agencies or groups or organizations as necessary for implementation of this plan.



## ANNEX I: HEALTH AND MEDICAL SERVICES (ESF #8)

STATE COORDINATING AGENCY: Department of Health and Social Services

SUPPORTING AGENCIES:

- Department of Military and Veterans Affairs/ State Emergency Operations Center
- Alaska National Guard
- Department of Education and Early Development
- Department of Environmental Conservation
- Department of Law
- Department of Natural Resources
- Department of Public Safety
- Multi-Agency Coordination Group
- Affected Jurisdictions
- Federal Emergency Management Agency
- Alaskan Command
- Centers for Disease Control and Prevention
- Environmental Protection Agency
- Federal Aviation Administration
- Federal Bureau of Investigation
- U.S. Postal Service
- U.S. Public Health Service
- American Red Cross

### I. PURPOSE

This Annex will establish processes to provide prompt and coordinated emergency medical and healthcare services to emergency/disaster victims. Particular attention must be given to the establishment of procedures, both at the local government and state agency levels, for special emergency/disaster-related care of functional needs groups.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

1. Natural or manmade emergencies could occur within the boundaries of the State of Alaska that would require coordinated use of all available health and medical resources.

#### B. Assumptions

1. During any emergency/disaster situation, initial medical operations will be directed toward saving life and protecting healthcare infrastructure.

### III. CONCEPT OF OPERATIONS

#### A. Local Government

1. In a disaster, the affected local government(s) will control emergency medical and healthcare services. This also includes coordination of any medical and healthcare services that may be made available by voluntary organizations of other agencies.

#### B. State Government

1. During a declared emergency, all state agency emergency medical and healthcare services provided will be directed by the Governor, Chief Medical Officer and the Medical Branch of the SEOC.
  - a. The Department of Health and Social Services will coordinate disaster-related medical services, including but not limited to:
    - i. Serving as the lead agency during planning for the coordination of public health, healthcare and emergency medical activities during a disaster or state of emergency.
    - ii. Providing and coordinating 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;
    - iii. Providing liaison with the US Department of Health and Human Services and state and local health agencies, as potential sources of consultation, and/or direct assistance;
    - iv. Providing 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;
    - v. Serving as the lead agency in the SEOC for coordinating health care, emergency medical and public health services during an emergency.

### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Activate the DHSS EOC.	DHSS
Provide DHSS Liaison or medical branch director to SEOC.	DHSS
Coordinate the use of emergency medical, health care, public health and mental health resources.	DHSS
Provide technical assistance to control disease and identify public health hazards.	DHSS • DEC
Provide healthcare information and clinic support to health care providers through the Health Alert Network (HAN).	DHSS
Assist those providing assistance to victims requiring special care.	DHSS



# State of Alaska Emergency Operations Plan

RESPONSIBILITY / TASK	ORGANIZATION
<b>TERRORISM</b>	
<b>ASSASSINATION</b>	
Oversee the medical aspects of an attack.	DHSS
<b>BIOTERRORISM</b>	
Disseminate information about potential bioterrorism attack scenarios and about the biological agents that can be used in an attack.	DHSS • DMVA • DPS • FBI
Assemble intelligence about the specific bioterrorism threats to Alaska and provide it to the JTTF and DHS&EM for dissemination.	DHSS • DMVA • AKNG • CDC • USPS • USPHS
Conduct surveillance activities to detect indications of possible attacks.	DHSS • CDC • USPS • USPHS
Designate a SEOC Unified Commander.	DHSS
Open the DHSS EOC.	DHSS
Develop agent specific response plans to be implemented by the DHSS EOC, to include plans for mass dispensing of pharmaceutical, if necessary.	DHSS • DMVA
Make recommendations to the MAC Group with regard to isolation quarantines and the effect of evacuations and airport closures.	DHSS • DMVA • DLAW • Affected Jurisdictions • FAA
Coordinate casualty distribution among Alaska's hospitals and between Alaska and other EMAC states, as necessary.	DHSS • DMVA
Make a recommendation to the Governor regarding deployment of the Strategic National Stockpile (SNS).	DHSS
Prepare to provide support to local jurisdictions statewide.	DMVA • AKNG • DNR • DHSS • CDC • US DHHS
Provide representatives to local Unified Commands and to local MAC Groups, as needed.	DHSS
Prepare to provide site security.	DPS • DMVA • AKNG • Affected Jurisdictions
Develop a plan for handling contaminated human remains.	DHSS • DMVA
<b>CHEMICAL ATTACK</b>	
If necessary, coordinate casualty distribution among Alaska's hospitals and between Alaska and other EMAC states.	DHSS • DMVA
Make recommendations to the Governor regarding the Strategic National Stockpile (SNS).	DHSS
Prepare to provide support to local jurisdictions statewide.	DHSS • DMVA • AKNG • DNR • CDC • EPA • USPHS
Provide representatives to local Unified Commands and MAC Groups, as needed.	DHSS
<b>HIGH EXPLOSIVE ATTACK</b>	
Oversee the medical aspects of the attack (patient movement, patient care, infrastructure support, health and medical resources management).	DHSS





**V. DIRECTION AND CONTROL**

- A. The Department of Health and Social Services will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #8, Public Health and Medical Services.
- B. For further direction refer to the State of Alaska Department of Health and Social Services Emergency Operation Plan.

**VI. ADMINISTRATION AND LOGISTICS**

- A. Health Statistics
  - 1. The Department of Health and Social Services will continue to collect and report vital statistics.
  - 2. Disease statistics will be collected and reported to appropriate state and federal officials.



## ANNEX J: MASS CASUALTIES (ESF #8)

STATE COORDINATING AGENCY: Department of Health and Social Services

SUPPORTING AGENCIES: Department of Military and Veterans Affairs/  
State Emergency Operations Center  
Alaska National Guard  
Department of Public Safety  
Multi-Agency Coordination Group  
Affected Jurisdictions  
Federal Emergency Management Agency  
U.S. Department of Health and Humans Service  
American Red Cross

### I. PURPOSE

This Annex will establish processes intended to reduce the loss of life and severity of injuries in mass casualty incidents.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

1. A significant natural disaster emergency, outbreak of disease, act of bioterrorism, or weapons of mass destruction (WMD) event that overwhelms local resources would necessitate both state public health and medical care assistance. Hospitals, nursing homes, ambulatory care centers, pharmacies and other facilities for medical/health care and functional needs populations may be severely compromised, structurally damaged, or destroyed. Facilities surviving with little or no structural damage may be rendered unusable or only partially usable because of a lack of utilities, or because staff are unable to report for duty because of personal injuries. Disruption of communication and transportation systems may also impede the ability of staff to report for duty. Seriously injured or ill victims who are to be transported to medical and health care facilities in the immediate aftermath of the occurrence could overwhelm the facilities remaining in operation. This substantive increase in demand, coupled with damage to infrastructure, would make it much more difficult to obtain needed medical equipment and pharmaceuticals. Disruptions in local communication and transportation systems could also prevent timely response and resupply.

#### B. Assumptions

1. An event of this magnitude will require multi-jurisdictional response and coordination.
2. It is impossible to predict how notification of a Mass Casualty Incident will occur. Which agency is contacted initially and by whom will vary from jurisdiction to jurisdiction as well as by type of incident occurring.
3. The accuracy of early reports will likely vary according to the agency or individual reporting the incident.

### III. CONCEPT OF OPERATIONS

#### A. General

1. Notification of a mass casualty event will be given to the DHSS EOC via the 24 Hour Health and Medical Duty Officer phone.
2. The DHSS EOC will inform the SEOC and any other parties necessary for coordination of resources. The DHSS EOC will communicate consistently with the SEOC to ensure situational awareness and coordination.
3. The DHSS EOC will engage in situation analysis to determine the resources needed to support the incident.
4. The following capabilities may be activated by DHSS. The actual capabilities that are activated will be dependent upon the incident, number and type of casualties, and available local resources.
  - a. Coordination with healthcare facilities, air transport, and ground transport as needed. Coordination may include such topics as casualty distribution, scarce resource allocation, or pharmaceutical distribution.
  - b. Through the use of teleconference, the web-based common operating pictures, or in-person meetings, coordination of all parties needed to support public health and medical needs associated with the mass casualty incident.
  - c. Forward patient movement interstate or intrastate, with partner agency support.
  - d. Supplemental medical personnel through the Alaska Respond Program.
  - e. Deployment of the Alaska Medical Station to provide low-acuity patient support services.
  - f. Asset deployment (contact DHSS EOC for current inventory list).
  - g. On-scene IMT support (IC, Operations, Logistics, and Planning).
5. When the need for state resources such as the National Guard or federal resources are identified, the DHSS EOC will work with the SEOC to create and submit these requests through appropriate channels.

### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Coordinate the overall response to the health and medical component of emergencies/disasters. Activate the DHSS EOC when necessary to support the mission.	DHSS
Provide DHSS Liaison or medical branch director to SEOC.	DHSS
Through the DHSS PIO, the Health Alert Network, and other public information tools, engage in public communication regarding health threats, hazards, and resources.	DHSS
Provide resources for the testing and reporting of chemical, biological, or radiological health threats.	DHSS • DEC • DPS • FBI
Coordinate mass dispensing of pharmaceuticals when necessary. This includes coordination and oversight of the State's use of the Strategic National Stockpile (SNS) when activation is requested by the Governor.	DHSS • AKNG • DPS



Coordinate resources to respond to behavioral health needs associated with the emergency/disaster.	DHSS
Conduct epidemiological surveillance. Make recommendations and engage in processes for isolation and quarantine, if necessary.	DHSS • DPS
Coordinate casualty distribution within Alaska and facilitate forward patient movement both in and out of state when required.	DHSS • DMVA • AKNG • CDC • USPS • USPHS
Fulfill statutory requirement regarding the management of human remains.	DHSS
Support healthcare facilities with augmented staffing through the Alaska Respond Program.	DHSS
Provide site security to support health and medical operations.	DPS • DMVA • AKNG • Affected Jurisdictions
Provide transportation support to move medical supplies and resources.	DPS • DMVA • AKNG • Affected Jurisdictions

## V. DIRECTION AND CONTROL

- A. The SEOC medical branch will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #8, Public Health and Medical Services.
- B. For further direction refer to the State of Alaska Department of Health and Social Services Emergency Operations Plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. Every agency providing emergency public health and medical services support will maintain records of the operations, including cost records that can be used after the emergency to obtain reimbursement from state or federal sources.

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## ANNEX K: MASS CARE (ESF #6)

STATE COORDINATING AGENCY:	Department of Military and Veterans Affairs/ State Emergency Operations Center
SUPPORTING AGENCIES:	Department of Health and Social Services Alaska National Guard Department of Education and Early Development Department of Public Safety Department of Environmental Conservation Governor's Council on disability Integration Mass Care Group Affected Jurisdictions Federal Emergency Management Agency U.S. Public Health Service Alaska Voluntary Organizations Active in Disaster American Red Cross The Salvation Army

### I. PURPOSE

This Annex provides information concerning mass care during disaster emergencies when local response and recovery exceed their capabilities. Coordination of all local resources for mass care is a necessary first step in effective emergency/disaster management. Without an effective statewide mass care strategy, response and recovery may be delayed and the public may be at risk of hazard impacts in affected areas.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

1. Disasters or emergencies requiring activation of this Annex are affected by a number of factors to include evacuation displacing large numbers of individuals, families and pets, as well as access and functional needs populations who have lost their immediate support. This can include tourists, students, and foreign visitors, who are separated from loved ones by a sudden-impact disaster emergency and/or need to be evacuated from disaster affected areas. The loss of real and essential personal property or economic hardships caused by a disaster or emergency may also trigger the need to activate programs identified in this Annex. The most likely identified hazards that may necessitate mass care support are earthquake, flooding, fire, winter storm, power outage, storm surge, and tsunami.

#### B. Assumptions

1. Local Government
  - a. The affected local government(s) will carry out emergency mass care of emergency/disaster survivors. This may be accomplished through established

local government organizations such as fire and police departments, tribal entities, health department, social services department, and voluntary organizations such as churches or the American Red Cross (ARC).

- b. A vital element of any emergency/disaster relief effort is the assistance provided to local government(s) by voluntary organizations in the distribution of food, medicine, and supplies; the provision of emergency shelter; and the restoration of community services.

## 2. State Government

- a. During a declared emergency, additional mass care support services may be provided to affected local government(s) by certain designated state agencies. These services may include but are not limited to:
  - i. Food stamp issuance and administration;
  - ii. Emergency feeding facilities and food supplies; and
  - iii. Crises counseling services for disaster survivors.
- b. When necessary, the State Emergency Operation Center (SEOC) through the State Mass Care Coordinator will activate the Mass Care Group to provide assistance during a disaster. The Mass Care Group is comprised of federal, tribal, state, and local government entities, non-governmental organizations (NGOs), national and state Voluntary Organizations Active in Disaster (VOAD), and private sector partners supporting mass care services.
- c. The State Mass Care Coordinator and the Mass Care Group will coordinate mass care services to support local jurisdictions and the needs of disaster survivors.
- d. It may not be necessary to activate all of the mass care services listed in this Annex during an event.
- e. When state resources are depleted, assistance may be sought from other states and the federal government.

## 3. American Red Cross (ARC)

- a. The response by the American Red Cross of Alaska will be coordinated with the local government or governing entity and the State. The local Red Cross district within the affected area will initiate mass care activities upon request of the local government entity. Outside the district areas, the response will come from the ARC of Alaska Region Headquarters, located in Anchorage. To avoid duplication of services, response efforts will be coordinated through an agency representative staffed at the local EOC or the SEOC. When unable to staff an EOC, the coordination will be set up virtually through established communication channels.

## 4. The Salvation Army

- a. The response by the Salvation Army of Alaska will be coordinated with the local government or governing entity and the State. If a mass care event occurs within





an established Salvation Army service area, the local Salvation Army will initiate mass care activities upon request of the local government entity. Outside any established service area, the response will be coordinated through The Salvation Army's Divisional Headquarters located in Anchorage. To avoid duplication of services, response efforts will be coordinated through an agency representative staffed at the local EOC or the SEOC. When unable to staff an EOC, the coordination will be set up virtually through established communication channels

## 5. Alaska Volunteer Organizations Active in Disasters (AKVOAD)

- a. The response by AKVOAD will be coordinated with the local government or governing entity and the State. If a mass care event occurs within the state, local organizations will initiate mass care activities. To avoid duplication of services, response and recovery efforts will be coordinated with an agency representative staffed at the local EOC or the SEOC. When unable to staff an EOC, the coordination will be set up virtually through established communication channels.

## III. CONCEPT OF OPERATIONS

Mass care activities in Alaska vary widely in type, size, and complexity. This section outlines the general concept of operations and the State's planned response in support of mass care operations which are described in detail in the *State of Alaska Mass Care Group Standard Operating Guide*.

When an incident occurs prompting the activation of mass care functions, the attempt is always first made to respond at the lowest jurisdictional level using available mass care resources. Local EOCs and shelter managers coordinate and monitor shelters and other mass care activities. If an incident expands beyond the local jurisdiction's management capabilities, local mutual aid agreements with neighboring jurisdictions are activated. When assistance is required at the state level, DHS&EM is the lead for the state mass care function. DHS&EM, in conjunction with the Mass Care Group, will coordinate mass care operations from the SEOC.

### A. Activating the Annex

1. As deemed necessary, the Mass Care Annex may be activated by the SEOC or:
  - a. State Department of Health and Social Services
  - b. State Emergency Operations Center (SEOC)
  - c. Mass Care Group member

### B. Mass Care services include:

1. Sheltering Support Operations
  - a. Activate the *2015 Multi-Agency Shelter Support Plan*.
  - b. The National Shelter System (NSS) will be used as the primary reporting tool for sheltering and data collection.

- c. Activate the Mass Care Group to coordinate access and functional need support shelter support, communication, health and safety, transportation and other sheltering considerations.
- 2. Feeding Support Operations
  - a. Active the *2015 Multi-Agency Feeding Support Plan*.
  - b. Coordinate emergency feeding support for survivors and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food.
  - c. Activate the Mass Care Group through the State Mass Care Coordinator to support feeding operations.
- 3. Donations and Volunteer Management Support
  - a. Coordinate public messaging through the State PIO using best practices for spontaneous volunteers and donations management.
  - b. Coordinate with AKVOAD for volunteer and donations management support.
- 4. Bulk Distribution Management Support

Coordinate through designated state agencies and the Mass Care Group. Additional staffing of supporting agencies may be needed.
- 5. Pet Sheltering and Evacuation Support
  - a. Coordinate pet sheltering and evacuation support in accordance with established procedures.
  - b. Activate the Mass Care Group for coordination of pet evacuation and shelter support, communication, health and safety, transportation and other sheltering considerations.
- 6. Human Services:
  - a. Emergency Health Services

DHSS activates the DHSS Emergency Operations Center (DHSS EOC) and coordinates with DHS&EM to provide public health and medical service. The DHSS EOC facilitates coordination among local jurisdictions on health and medical operations to assist with the response.
  - b. Family Reunification
    - i. Coordinate services for unaccompanied minors.
    - ii. The Safe and Well Registry operated by the Red Cross will be used as the primary method of welfare information efforts on publicly promoting communication from inside the disaster affected area to outside the affected area. An essential part of reunification is helping disaster survivors initiate contact with family members outside affected area.
  - c. Public Safety Operations



- i. Coordinate accessibility of evacuee reception centers and shelter locations through the SEOC and public safety agency representative.
  - ii. Coordinate security of survivors throughout mass care operations.
- d. Public Information
 

Coordinate information through the State PIO to disaster survivors; families outside the affected area; local, state and federal officials; and the public. It is important for all agencies involved with mass care operations to coordinate their messaging.
- e. Mass Care Recovery
  - i. Coordinate ongoing need for sheltering and wrap around services, depending on community, type of disaster, and extent of damages to the community. Demobilization and closing of mass care services will be coordinated with recovery teams.
  - ii. Coordinate demobilization and closing of mass care services with recovery teams.
- C. Access and Functional Needs support services will be administered by the Mass Care Group for mass care operations to coordinate resources or information from state agencies and volunteer and private partner organizations.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. The State Mass Care Group may include the following positions:
  - 1. Mass Care Coordinator
  - 2. Shelter Support Taskforce Leader
  - 3. Feeding Support Taskforce Leader
  - 4. Donations and Volunteer Management Taskforce Leader
- B. The Mass Care Coordinator will be responsible for the following tasks as described in detail in the *State of Alaska mass Care Group Standard Operating Guide*:
  - 1. Serves as the primary point of contact for mass care services at DHS&EM and the primary POC for all Mass Care Group Taskforce Leaders.
  - 2. Monitoring of requests for other agency support and activation of the Mass Care Group where needed.
  - 3. Coordinate the activation of the appropriate mass care services to meet the needs of disaster survivors.

#### V.

RESPONSIBILITY / TASK	ORGANIZATION
Coordinate activation of the Mass Care Group, if warranted.	DMVA Mass Care Group Members
Public information for mass care services.	DHS&EM PIO • Mass Care Group POIs



Operate first aid stations and implement reunification efforts.	DHSS
Operate centers for individual assistance and bulk distribution of relief items to disaster survivors.	ARC ▪ TSA ▪ AKVOAD
Coordinate the relief efforts of volunteer groups.	AKVOAD ▪ DMVA
Coordinate, where necessary, the use of schools as shelters.	Affected Jurisdictions ▪ ARC ▪ DEED ▪ DMVA
Assist ARC in ensuring adequate health care resources are available for shelter operations.	DHSS
Coordinate law enforcement resources at shelters, as needed.	DPS ▪ Affected Jurisdictions
Establish emergency shelters and provide mass care services.	Affected Jurisdictions ▪ ARC
Spiritual and emotional care services.	TSA ▪ AKVOAD
Coordination for pets and animals, evacuations, sheltering, and other operations.	DEC ▪ State Veterinarian's Office ▪ AKVOAD
Coordination of child care and safety for unaccompanied minors.	DHSS
Assess emergency food needs and implement feeding programs (i.e. congregate feeding, mobile feeding, hydration stations, bulk food distribution).	TSA ▪ ARC ▪ AKVOAD
Behavioral health services.	DHSS
Family reunification services.	ARC ▪ DHSS

## VI. DIRECTION AND CONTROL

- A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #6, Mass Care, Emergency Assistance Housing and Human Services.
- B. Based on needs and operational capabilities, state assistance may consist of technical guidance, on scene needs assessment, administrative support, and deployment of equipment and personnel engaged in mass care operations who will report to their respective department through the SEOC agency representatives.

## VII. INFORMATION COLLECTION AND DISSEMINATION

- A. Information regarding mass care operations is summarized into status and situation reports and submitted to the SEOC daily as described in the *State of Alaska Mass Care Group Standard Operating Guide*. The SEOC uses a number of tools to gather and analyze data and reports. Together these help provide a common operating picture, allowing responders at all levels to make effective, consistent, and timely decisions.

## VIII. COMMUNICATIONS

- A. Conference calls are the primary coordination mechanism used during mass care operations. Schedules are will be disseminated by email from the scheduling entity to appropriate Mass Care Group members.
- B. Protocol for communication of the Mass Care Taskforce will be directed to the Mass Care Coordinator who reports to the SEOC Operations section.



## IX. ADMINISTRATION AND LOGISTICS

- A. Every agency providing assistance with mass care, emergency assistance, housing and human services will maintain accurate records of the operations, including information related to costs incurred during disaster operations that can be used after the emergency to obtain reimbursement from state or federal sources.

**ANNEX L: MASS FATALITY (ESF #8)**

STATE COORDINATING AGENCY: Department of Health and Social Services

SUPPORTING AGENCIES: Department of Military and Veterans Affairs/  
State Emergency Operations Center  
Alaska National Guard  
Department of Public Safety  
Multi-Agency Coordination Group  
Affected Jurisdictions  
Federal Emergency Management Agency  
U.S. Department of Health and Human Service

**I. PURPOSE**

This Annex outlines the organization, duties and responsibilities of the Alaska State Medical Examiner's Office (SMEO) and to provide guidance to emergency response agencies on how an interagency response to a mass fatality incident is conducted.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. A mass fatality disaster is defined as an incident where the number of deaths overwhelms the capabilities of the SMEO and local mortuary providers.

**B. Assumptions**

1. The Chief Medical Examiner is the lead official in a mass fatality incident.
2. During a mass fatality incident the SMEO may have insufficient personnel, equipment, and storage capacity to handle significant numbers of deceased individuals.
3. Assistance from other state, federal and private agencies may be required to respond to an incident involving a large number of fatalities.
4. The SMEO must be contacted prior to the removal of any human remains from an incident scene.
5. Mass fatality incidents will require full implementation of the Incident Command System.
6. No attempt is made here to create a one-size-fits-all operational set of procedures, as the variability of each community is unique.
7. Many major categories of service response must be adapted to the nature of disasters, ranging from naturally occurring events (floods, fires, earthquakes, etc.) to manmade events including delivery of weapons of mass destruction (bomb/blast, chemical, nuclear, or biological).



## III. CONCEPT OF OPERATIONS

### A. General

1. The Chief Medical Examiner is responsible for the medicolegal investigation of any incident involving mass fatalities.
2. Disaster situations may range from just a few victims to very high numbers. Additionally, the event may involve one or more of the following complications:
  - a. Weather events resulting in trauma victims
  - b. Transportation accidents resulting in fragmented human remains
  - c. Chemical exposure events resulting in hazardous material-contaminated victims
  - d. Radiological exposure events resulting in radiation material-contaminated victims
  - e. Bomb/blast events resulting in burned and fragmented human remains
  - f. Biological agent exposure events resulting in infectious- or toxic agent-contaminated victims
3. When a mass fatality incident occurs, emergency responders will take appropriate actions to save lives, make prompt notification to the SMEO, and secure the scene. A death scene should always be treated like a crime scene. The SMEO must be contacted prior to the removal of any human remains from an incident scene.
4. The DHSS EOC will survey and assess the situation in conjunction with the Incident Commander and the Chief Medical Examiner. On arrival at the incident scene, the Chief Medical Examiner or designee will conduct an initial evaluation and establish an investigative command post from which SMEO activities will be coordinated.
5. The Medical Examiner may need to obtain additional resources by identifying equipment and personnel assets needed to manage the victims and channeling those requests through the SEOC as warranted. This would include requests for specialized state and federal assets to assist with decontamination of bodies exposed to chemical, radiological, or biological agents and with the identification of victims.
6. All assets activated to assist with mass fatality management operate under the direction of the Chief Medical Examiner. Once requested assets arrive, the Medical Examiner has the responsibility to coordinate, integrate and manage those assets.
7. The duties of the SMEO during a mass fatality entail:
  - a. Taking Charge of Decedents: Once the survivors have been rescued the SMEO will have jurisdiction over all human remains and personal property that can aid in victim identification.
  - b. Staging: The remains will be removed to an area where preliminary accessioning steps are completed and where remains are prepared for shipment to the place of examination.
  - c. Logistics Support for Body Recovery Operations: Provide tags, body bags, personal protective equipment and other supplies as needed.
  - d. Morgue Operations: The establishment of a temporary morgue or movement of remains to the SMEO for positive identification of victims, the performance of autopsies and determination of the cause and manner of death.

- e. Storage of Unclaimed Bodies: Storage of bodies until next of kin notification or other mortuary arrangements can be made.
- f. Completion of Death Certificates.

## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Make appropriate notification of incident.	DPS ▪ Affected Jurisdictions
Inform local agencies, AST, SEOC of event severity and resource needs.	Affected Jurisdictions
Initial evaluation of incident fatalities.	DHSS
Implement appropriate elements of the <i>State of Alaska Mass Fatality Plan in cooperation with local plans</i> .	DHSS ▪ SEOC ▪ Affected Jurisdictions
Activate DHSS/DPH EOC.	DHSS
Provide DHSS/DPH liaison or medical branch director to SEOC.	DHSS
Make recommendations regarding the use of national disaster mortuary operation teams.	DHSS
Provide scene security.	DPS ▪ Affected Jurisdictions
Identify morgue operations sites.	DHSS ▪ DMVA
Recovery of human remains, evidence and personal effects.	DHSS ▪ DPS
Transport remains from scene to morgue operations.	DHSS ▪ DPS
Provide temporary field morgue operations.	DHSS ▪ DMVA
Provide morgue security.	DHSS ▪ DPS
Decontaminate remains, if needed.	DHSS ▪ Local Jurisdictions
Provide temporary human remains storage.	DHSS
Conduct forensic analysis of remains to determine identity and cause/manner of death, as needed.	DHSS
Collect and compare ante-mortem and post-mortem for victim identification (fingerprints, DNA, x-ray, dental, medical records, distinguishing features, etc.).	DHSS
Conduct family assistance center operations (interviewing families, information collection for victim identification, and/or other support services).	DHSS ▪ DPS, ▪ AKNG ▪ Local Jurisdictions
Provide notification of next of kin for deceased.	DHSS ▪ DPS ▪ Affected Jurisdictions
Manage personal effects.	DHSS
Conduct or coordinate critical incident stress debriefing.	DHSS
Coordinate mutual aid.	DMVA
Provide public information support.	DPS
Issue death certificates.	DHSS
Ensure final disposition of remains and personal effects to families and/or proper authorities.	DHSS





## V. DIRECTION AND CONTROL

- A. The SEOC will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #8, Public Health and Medical Services.
- B. For further direction, refer to the State of Alaska Department of Health and Social Services Emergency Operations Plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. Every agency providing emergency public health and medical services support will maintain records of the operations, including cost records that can be used after the emergency to obtain reimbursement from state or federal sources.



## **ANNEX M: PET EVACUATION AND SHELTERING (ESF #6 and ESF #11)**

STATE COORDINATING AGENCY: Department of Environmental Conservation

SUPPORTING AGENCIES: Department of Military and Veterans Affairs/  
State Emergency Operations Center  
Alaska National Guard  
Department of Fish and Game  
Affected Jurisdictions  
Alaska Voluntary Organizations Active in Disasters  
American Veterinary Medical Association

### **I. PURPOSE**

This Annex provides guidelines for rapid response to emergencies or disasters affecting the health, safety and welfare of human beings and animals. Veterinary medicine and animal care resources in emergency preparedness, response, and recovery include, but are not limited to, small and large animal care, facility usage, and displaced companion animals/livestock assistance.

### **II. SITUATION AND ASSUMPTIONS**

#### **A. Situation**

1. Approximately 62 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. Large financial value and strong emotional attachments exist between farmers and their livestock.

#### **B. Assumptions**

1. Animal owners must be responsible for their pets. Through public education, they will know how to prepare themselves and their animals for an emergency/disaster situation.
2. Pet evacuation and sheltering is primarily the responsibility of the local jurisdiction.
3. 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, resources will be requested from adjoining areas.
4. Similar to the need for emergency medical systems for people who are injured, pets also might require medical care for injuries or illness.
5. When area resources have been exhausted, assistance will be requested 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 Veterinary Medical Assistance Team (VMAT) and other resources to augment local resources.

7. Where feasible, household pet and service animal shelters should be co-located with general population shelters so that individuals and their pets are not separated and pet owners can continue to support care and feeding of their pets without overburdening the emergency management. Household pets are defined by FEMA; the definition is available in the glossary. Although not specifically addressed by FEMA in the definition, dogs used for sledding purposes should be considered household pets and sheltered as appropriate for their normal environmental tolerances.

### III. CONCEPT OF OPERATIONS

#### A. General

1. All animal related entities, whether federal, state, local, or private, should maintain a program aimed at educating the public on reducing disaster impacts on animals, their owners, and their caretakers.
2. Animal control shelters, humane society groups, laboratory animal research facilities, and zoological and wildlife parks will be encouraged to develop emergency procedures and evacuation plans for the animals in their care.
3. Local governments will develop an organizational structure, chain of command, and outline of duties and responsibilities for veterinary response to a disaster or major emergency.
4. Local governments will survey each community and maintain a record of veterinarians willing to help in a disaster or major emergency.
5. Local governments will incorporate veterinary disaster services and animal care disaster activities into local EOPs.
6. Local governments will review, update and disseminate mutual aid agreements annually.
7. Local governments will maintain a list of structures available for use to house animals.

#### B. Major Disaster (natural or technological). Veterinarians, animal control personnel and humane society volunteers will:

1. Coordinate with animal related organizations and individuals to provide assistance.
2. Coordinate with the local government on the sheltering of companion animals.

#### C. Animal Disease Outbreak:

1. In the event of a disease outbreak in the livestock community, the State Veterinarian will:
  - a. Issue quarantine orders as needed. Provide consultative guidance for identification of disease and quarantine procedures.
  - b. Provide consultative guidance for documentation of animal injuries and death of animals.
  - c. Provide consultative guidance for decontamination and appropriate disposal of deceased or contaminated animals.

- d. Document and retain records of expenses incurred by the Office of the State Veterinarian.

#### VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Educate animal owners on pet evacuation and preparedness.	Affected Jurisdictions
Coordinate all animal rescue/control efforts with the local EOC.	Affected Jurisdictions
Provide a Veterinary Medical Assistance Team (VMAT) to augment local resources in a disaster when Federal assistance is required.	DEC ▪ American Veterinary Medical Association
Provide coordination to local jurisdictions as needed.	DMVA
Coordination with local and State governments regarding donated goods and volunteers to support the most efficient and effective use of volunteers, organizations and donated goods for incidents.	AKVOAD

#### VII. DIRECTION AND CONTROL

- A. The State Veterinarian will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #6 Mass Care and ESF #11 Agriculture and Natural Resources.

#### VIII. ADMINISTRATION AND LOGISTICS

- A. Every agency assisting with evacuations will maintain accurate records, including information related to costs incurred during disaster operations to obtain reimbursement from state or federal sources.
- B. Local resources will be committed before local governments request assistance from higher levels of government.



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**ANNEX N: EVACUATION (ESF #1 and ESF #5)**

STATE COORDINATING AGENCY:	Department of Military and Veterans Affairs/ State Emergency Operations Center
SUPPORTING AGENCIES:	Alaska National Guard Department Commerce, Community and Economic Development Department of Corrections Department of Education and Early Development Department of Environmental Conservation Department of Fish and Game Department of Health and Social Services Department of Labor and Workforce Development Department of Natural Resources Department of Public Safety Department of Transportation and Public Facilities Affected Jurisdictions Federal Emergency Management Agency Civil Air Patrol U.S. Coast Guard American Red Cross

**I. PURPOSE**

This Annex specifies how the State will respond to emergency situations to protect life and property when evacuation of people is necessary prior to and during disaster emergencies. Each local jurisdiction is responsible for developing its own evacuation plan and, if an evacuation situation arises, implementing their plan.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. When considering evacuation, and risk to affected population is low, “in place” sheltering should be one of the first considerations as it provides for both safety and accountability.
2. The Governor or a jurisdiction authority may direct and/or compel the relocation of all or part of the population from any stricken or threatened area if that governing authority considers relocation necessary for the preservation of life or for other disaster mitigation purposes.



3. Evacuation decisions, orders, and/or directions are independent from disaster declarations and do not require a local, borough, or state disaster declaration or emergency proclamation prior to the evacuation order.
4. If, at any time, an evacuation evolves or transitions into a rescue, the Alaska State Troopers shall become the lead state agency with oversight and responsibility to control and complete the rescue tasks and operations.
5. Approximately two-thirds of Alaska's communities lie in the Unorganized Borough where there is no level of government between the community and the State.

## B. Assumptions

1. Communities will be first to activate their local shelter to meet immediate needs, except when the local community shelter is no longer viable or its use becomes a threat to the health and safety of those sheltered.
2. Evacuation from communities along the road system will be accomplished by using a combination of privately owned vehicles and public ground transportation, according to the jurisdiction's local EOP or other governing local procedures.
3. Evacuation from communities off the road system will be accomplished using alternative transportation means such as aircraft, boats, and all-terrain vehicles, according to the jurisdiction's local EOP or other governing community procedures.

## III. CONCEPT OF OPERATIONS

- A. The decision to evacuate a community or part of a community will be made by the local official authorized by state statutes, ordinance, charter, or other authority. Where communities must rely on external transportation resources for evacuation assistance, local officials should invoke established Letters of Agreement or Letters of Understanding for evacuation sheltering and consult with appropriate local, borough, and state offices. The SEOC will act as the coordinating agency to address federal officials as part of the decision-making or assistance process. In communities without a functioning local government, an evacuation decision may be made by the appropriate state agency.
- B. Prior to an evacuation, local authorities should review the local EOP and consider potential evacuation sites, within or outside the community.
- C. Once local jurisdiction officials make the decision to evacuate, if local resources are determined to be inadequate, officials may request SEOC assistance. The SEOC will coordinate external resources for evacuation and sheltering with the local Incident Management Team or local officials.
- D. With respect to the evacuation and accountability, jurisdictions should develop methods to account for evacuees and, when possible, share those rosters with agencies assisting with the evacuation. Coordinated information will assist in providing adequate or sufficient transportation and sheltering needs as well as support the planning requirements to repatriate evacuees. Shelter managers and evacuation directors should consider unique situations created by short-notice evacuation. Functional needs and challenges that are likely to manifest include those associated with functional needs populations, correctional facilities, and associated dietary, medication, and security needs.

- E. In wildland fire events, where DNR is the lead state agency, or in oil spill or hazardous substance release events, where DEC is the lead state agency, DHS&EM will provide personnel to staff an evacuation branch. The branch will coordinate evacuation operations with local officials in accordance with this State EOP, the local EOP, and the overall Incident Action Plan.
- F. In accordance with A.S. 26.23.060, local emergency operations plans should address evacuation plans, including any unique requirements to facilitate evacuation of functional needs populations. These groups may include the elderly, disabled, ill, hospitalized, non-English speaking, and others who may require additional assistance. Additionally, local plans should address securing or evacuating pets and livestock, as well as securing evacuated areas.
- G. In general, it is not the intent of the State to forcibly evacuate persons who refuse to leave affected areas. However, if imminent life safety is a concern, it may be necessary to remove individuals who refuse to evacuate as a law enforcement matter. In the absence of local law enforcement officers, Alaska State Troopers will handle evacuations.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Evaluate the situation, order, and/or direct the necessary evacuation and disseminate evacuation instructions.	DMVA • DEC • DNR • DPS • Affected Jurisdictions
Develop an EOP for evacuation procedures in both organized and unorganized communities.	All Jurisdictions
Heed evacuation directives and follow instructions.	All Affected Individuals
When requested by local authorities, coordinate the acquisition and deployment of transportation and communications resources not locally available.	DMVA
Deploy a Disaster Initial Response Team and/or Communications Team to evaluate the situation and support local authorities, as needed.	DMVA
Coordinate evacuation planning and procedures with responsible state agencies and local officials.	DMVA
Prepare to provide transportation assets and tracking of evacuees from initial onset through repatriation.	DMVA • AKNG • DEED • DF&G • DNR • DOT&PF • All Jurisdictions
Establish emergency shelters and provide mass care services when requested or directed.	DMVA • AKNG • Affected Jurisdictions • ARC
When requested or directed, coordinate public safety support to local government to include route security, traffic control, and law enforcement.	DPS • DMVA
Assist local government and/or state agencies in coordinating the security of evacuated areas.	DPS • DMVA
Provide assistance and technical advice with regard to caring for and evacuating pets and livestock.	DEC
Coordinate, track and monitor information on the status of victims.	DMVA • DHSS • Affected Jurisdictions • ARC
Provide disaster emergency information to evacuees and victims in impacted area(s).	SEOC • Affected Jurisdictions





Inform Governor's Office and DPC of decisions to evacuate. Affected jurisdictions should contact the SEOC prior to evacuation.

DMVA

Provide assistance and technical advice with regard to evacuating functional needs groups.

DMVA • DHSS • ARC

## V. DIRECTION AND CONTROL

- A. If evacuation capabilities or resources exceed state capabilities, DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #1, Transportation, and ESF #5, Emergency Management.
- B. For further direction, refer to the State of Alaska Evacuation Planning Guide and Alaska Emergency Response Guide for Small Communities.

## VI. ADMINISTRATION AND LOGISTICS

- A. Every agency providing assistance with evacuations should maintain accurate records of operations, including information related to incurred costs.
- B. Financing is addressed by A.S. 26.23.050, which provides policy of the State insuring “that funds to meet disaster emergencies will always be available.” Local resources will be committed before local governments request assistance from higher levels of government.

## **ANNEX O: VOLUNTEER AND DONATIONS MANAGEMENT (ESF #6)**

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
Division of Homeland Security and Emergency  
Management

SUPPORTING AGENCIES: Alaska National Guard  
Department of Administration  
Department of Commerce, Community and  
Economic Development  
Department of Environmental Conservation  
Department of Law  
Department of Natural Resources  
Department of Public Safety  
Department of Revenue  
Department of Transportation and Public Facilities  
Affected Jurisdictions  
Federal Emergency Management Agency  
Alaska Voluntary Organizations Active in Disaster  
American Red Cross  
The Salvation Army

### **I. PURPOSE**

A united and cooperative effort by federal, state, and local governments, voluntary organizations, and the donor community is frequently necessary for successful management of the donations and volunteers offered as the result of a disaster. This donations management Annex outlines the framework to coordinate the efforts of these entities. The goal of the Annex is to match offers with needs in order to assist disaster victims in an effective, efficient, and timely manner.

The Volunteer and Donations Management Annex provides guidance on the state role in supporting local governments in the management of masses of volunteers and donated goods.

This guidance applies to all agencies and organizations with direct and indirect volunteer and/or donations responsibilities under the State EOP.

### **II. SITUATION AND ASSUMPTIONS**

#### **A. Situation**



1. During emergencies, unsolicited offers of disaster relief supplies and equipment, undesignated offers of financial assistance, and the services of unaffiliated disaster relief volunteers can jam distribution channels, overwhelm volunteer agencies, and hamper life-saving operations. The need to transport, unload, and sort goods into more manageable and deliverable units can compete with the personnel and resource demands of other emergency response activities.
2. Careful donations management planning will reduce or eliminate problems associated with unsolicited donations. Preplanned volunteer management strategies will reduce problems associated with spontaneous, unaffiliated volunteer response. The timely release and coordination of information to the public regarding needs of victims, agencies involved in disaster relief, acceptable donations, and points of contact is essential for effective volunteer and donations management.
3. Local governments have primary responsibility, in coordination with VOADs, to develop and implement plans to manage volunteer services and donated goods.
4. DHS&EM may activate the Volunteer and Donations Management Annex when an event causes a spontaneous flow of or a major need for volunteers and/or donated resources.
5. It is not the State's intent to alter, divert, or otherwise impede the normal operation or flow of goods or services through volunteer organizations, but to help coordinate offers of donated goods and services.
6. When state resources are depleted, assistance may be sought from other states and the federal government.

## B. Assumptions

1. Full use of existing local voluntary donations management resources is encouraged before State assets will be sought.
2. The State will look principally to those voluntary organizations with established donation structures already in place to receive and deliver appropriate donated goods to disaster victims.
3. Government and volunteer agencies have personnel to support operations in this Annex.
4. The DHS&EM Voluntary Agency Liaison (VAL) will act as the State Volunteer and Donations Coordinator (SVDC). Needs will be identified and verified during the response and recovery phases. The State VAL, the Mass Care Task Force and AKVOAD will work together in a collaborative effort to manage donated goods and spontaneous volunteers.
5. Entities accepting volunteers are responsible for the care and management of those volunteers. All volunteers must be screened by the voluntary organizations that will be using their services.
6. Volunteers will be treated with dignity and respect because of the competence and spirit they bring to the response and recovery effort. During emergencies, local volunteer organizations will experience demands that may necessitate state, and possibly federal, assistance.

### III. CONCEPT OF OPERATIONS

#### A. General

1. As a preparedness function, the State will encourage individuals interested in volunteering personal services to directly affiliate with a voluntary organization/agency of their choice or a local volunteer center. They may also choose to participate through their local Citizen Corps program. The State also routinely encourages donations from the public to be made as cash to voluntary, faith-based, and/or community organizations providing disaster services.
2. State Government supports local government efforts to manage volunteers and donated goods. Requests for support under this annex from local authorities generally are coordinated through the SEOC or the Joint Field Office (JFO).
3. Voluntary agencies are considered the primary recipients, managers, and distributors of donated goods and services. However the State has ultimate responsibility for managing disaster response and recovery.
4. The State encourages participation of AKVOAD throughout all phases of disaster preparedness, response and recovery. The SEOC maintains a liaison position for AKVOAD support during operational activities.
5. The SEOC will activate the State VAL and the Mass Care Task Force to support local volunteer and donations management activities. The State will provide resources, guidance, communications, and logistic support to promote and enable the maximum utilization of donations and volunteer contributions.
6. The State VAL in coordination with the AKVOAD will establish a donations website when needed to enable the general public to register their offers of donated goods and services to match offers to needs.
7. SEOC will provide facilities management and communications support as needed.
8. No attempts will be made by any person involved in the coordination and implementation of this plan to solicit donations for a specific organization, unless requested by that organization.

#### B. Specific

1. Pre-Incident Activities: In coordination with AKVOAD and private-sector representatives:
  - a. Develop and expand the network of NGO, private sector representatives, government representatives, and others to encourage effective volunteer and donations management collaboration at the state and local levels.
  - b. Develop, maintain, and implement a comprehensive volunteer and donations management-training program.
  - c. Encourage resource typing in support of effective volunteer and donations management in the field. Examples include typing of Volunteer/Donations Coordination Teams and volunteer and donations facilities.



- d. Meet with cooperating agencies such as AKVOAD and other stakeholders to enhance collaboration and information sharing.
- e. Establish and maintain contingency plans for an enhanced level of state support to affected local jurisdictions in a catastrophic and/or multi-jurisdictional incident.
- 2. Response Activities: Affected local governments, in conjunction with their voluntary organization partners, are responsible for implementing plans to ensure the effective management of the flow of volunteers and goods in the affected area. The State provides support through the SEOC or JFO as necessary.
  - a. SEOC provides :
    - i. Communications between key voluntary agencies, state, and private-sector coordinators
    - ii. Media relations support
    - iii. Support activation of volunteer and donations matching software
    - iv. Possible activation of a state call center
  - b. SEOC activates the VAL and the Mass Care Task Force to provide technical assistance and collaboration to other agencies that receive offers of goods and services from the private sector, and to assist with the processing of those offers.
- 3. Demobilization
  - a. Determine disposal of unsuitable and unneeded donations
  - b. Coordinate the transition to recovery operations
- 4. Recovery Activities
  - a. Local government maintains primary responsibility for the coordination of disaster volunteers and donations management. The State will support local government efforts through information sharing and specialized planning to promote recovery activities and to maximize the benefits of volunteer involvement.
  - b. AKVOAD is the primary organization for coordination and collaboration of volunteer services and donations needed for long term recovery. The State will support activities of the AKVOAD to facilitate efficient and expedient recovery efforts.

## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Coordinate with local governments regarding donated goods and volunteers. Support local governments in ensuring the most efficient use of volunteers, organizations, and donated goods for incidents.	SEOC • Mass Care Task Force • AKVOAD
Support the State in ensuring the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support all Emergency Support Functions (ESFs) for incidents requiring a federal response.	FEMA • AKVOAD



**V. DIRECTION AND CONTROL**

DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #7, Logistics Management and Resource Support.

**VI. ADMINISTRATION AND LOGISTICS**

All agencies involved in donations management will maintain logs and journals on all activities as they relate to financial matters, trip reports, matters of institutional knowledge and concern, recordings of vital data and statistics, and after-action reports, critiques or hot washes.

**VII. INFORMATION COLLECTION AND DISSEMINATION**

Information is summarized into status and situation reports and submitted to the SEOC by the State VAL. A number of tools will be used to gather information for the report to help provide a common operating picture at all levels to make effective, consistent, and timely decisions.

**VIII. COMMUNICATIONS**

- A. Conference calls are the primary coordination mechanism used for partner agencies to communicate volunteer and donations activities.
- B. Protocol for communication will be directed by the State VAL who reports to the SEOC Operations section.



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## **ANNEX P: FINANCE AND ADMINISTRATIVE SERVICES (ESF #7)**

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES: All State Departments/Agencies  
Federal Agencies/Departments  
Affected Jurisdictions  
Private Sector Industries  
Volunteer Organizations

### **I. PURPOSE**

This Annex establishes policies to manage financial and administrative matters associated with disaster emergencies.

### **II. SITUATION AND ASSUMPTIONS**

#### **A. Situation**

1. Disasters may have an immediate impact on local and state resources resulting in shortages requiring the unplanned expenditure of funds by state and local governments. In addition, state and federal agencies may need to coordinate the administration of various funding programs designed to assist disaster victims.

#### **B. Assumptions**

1. Local governments are responsible for initial response to emergencies affecting their jurisdictions and subsequent application of fiscal procedures and remedies.
2. Local, state, tribal and federal agencies and other entities are responsible for tracking costs related to an emergency.
3. The State is responsible for comptroller services and all internal support to the SEOC and its staff.

### **III. CONCEPT OF OPERATIONS**

#### **A. General**

1. A major disaster or emergency may require the significant expenditure of state and local funds. Financial operations may be carried out under compressed schedules and intense political pressures that require expeditious actions with sound financial management and accountability requirements.
2. If a local government determines state assistance is necessary, it should declare an emergency.





3. State departments designated as lead agencies for conducting emergency support activities will be responsible for organizing their functional activities to financially support their operations.
4. State and local government entities are responsible for documenting all emergency or disaster related expenditures using generally accepted accounting procedures. Entities must maintain logs, records, receipts, invoices, purchase orders, rental agreements, and other documents to support claims, purchases, reimbursements, and disbursements. Consistent recordkeeping throughout the disaster facilitates closeouts and supports post-recovery audits.
5. Every effort will be made during an emergency to ensure finance organizations at the federal, state and local levels maintain consistent and timely communication and coordination to ensure available funding to disaster victims.

## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Coordinate activation of the MAC Group, if warranted.	DMVA
Administer contracts and service agreements.	SEOC ▪ All State Depts./Agencies
Collect disaster related cost data and furnish cost estimates and projections.	All State Depts./Agencies ▪ Affected Jurisdictions
Document the labor, materials, and services used for disaster emergencies by project.	All State Depts./Agencies ▪ Affected Jurisdictions
Receive, process, and maintain official documentation of SEOC actions during the disaster emergency.	SEOC
Provide advice and assistance with the legal and technical aspects of disaster documentation and claim processing.	DOA ▪ DLAW
In cooperation with appropriate agencies, develop a financing plan or supplemental appropriation to fund necessary disaster response activities.	DMVA ▪ OMB
Respond to SEOC requests for personnel by mobilizing qualified personnel from other departments.	All State Depts./Agencies
Assist in the personnel hiring process for extra workers needed for disaster tasks.	DOA
Provide disaster accounting services and personnel to support the SEOC.	All State Depts./Agencies

## V. DIRECTION AND CONTROL

- A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #5, Emergency Management and ESF# 7 Logistics Management and Resources Support.

## VI. ADMINISTRATION AND LOGISTICS

- A. DHS&EM will enter into any agreements or understandings with local groups or organizations as needed to implement this plan.



**ANNEX Q: DAMAGE ASSESSMENT (ESF #1, ESF #3, and ESF #14)**

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES: All State Departments/Agencies  
Affected Jurisdictions  
Federal Emergency Management Agency  
Alaskan Command  
Civil Air Patrol  
U.S. Army Corps of Engineers  
U.S. Coast Guard  
U.S. Public Health Service  
American Red Cross

**I. PURPOSE**

This Annex establishes a timely and well-documented system for assessing physical damage; determining the impact on the population, economy, social system, and environment of the affected local government(s); and evaluating their ability to respond/recover from the emergency/disaster.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. 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 resources to the disaster area.

**B. Assumptions**

1. Damage assessment is a fundamental responsibility of local government and should be performed at the local level as soon as the situation permits.
2. Damage assessment will help determine if the damage warrants a state emergency declaration.
3. A timely and accurate assessment will help prioritize response efforts in larger events or if multiple jurisdictions have been affected.
4. Damage assessment, combined with the Governor's identification and certification of State and local government contribution and involvement, will be a critical element in the determination of a federal emergency declaration.
5. An accurate 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. The time between response operations and recovery activities should be used to determine the pool of people who will 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.

### III. CONCEPT OF OPERATIONS

#### A. Local Government

1. The officials of local government(s) affected by an emergency must:
  - a. Report the type of emergency/disaster to the responsible borough or directly to the SEOC if the community is located in the Unorganized Borough;
  - b. Report the amount and type of damage sustained; and
  - c. Determine anticipated needs for outside assistance as soon as possible after the occurrence of the event.
2. When anticipating needs, the local government should verify that local emergency funds are being expended prior to requesting financial assistance.

#### B. State Government

1. If state assistance is requested, the State:
  - a. Will conduct preliminary inspections of the damaged area with the local government;
  - b. May provide an Incident Management Team (IMT) to assist local government in response and recovery efforts if warranted;
  - c. Will provide an SEOC fact sheet to the Governor's Disaster Policy Cabinet (DPC) so that they may make a recommendation to the governor's office regarding a state disaster;
  - d. Will direct, with Governor's approval or delegation, the appropriate state agencies to provide the necessary assistance and, when situations warrant, obtain qualified structural engineers to perform proper Post Disaster Damage Assessment (PDDA) inspections on critical public infrastructure. Assessment of privately owned utilities and infrastructure are the responsibility of the owning company.
  - e. Conduct a Preliminary Damage Assessment (PDA) by jurisdiction/agency as needed to support declaration process. PDAs will include damage cost estimates by Public Assistance program damage category.
2. Based on the severity of damages and Preliminary Damage Assessment (PDA) findings, the Governor may formally request federal assistance through FEMA. The SEOC will ensure III.A.1a. b. c., above are carried out.
  - a. A State Government Emergency/Disaster Situation Report will be sent to FEMA Region X to provide an initial life safety assessment of the situation and enable advance preparation for providing any subsequent federal assistance;
  - b. The State will request federal damage assessment support through an Action Request Form for either Direct Federal Assistance or Technical Assistance (FEMA Form 90-136);



- c. A Joint Local-State-Federal Preliminary Damage Assessment will be conducted. FEMA has 30 days from the date of the state request for assistance to process the information and provide assistance or decline the request.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Gather damage estimates.	All State Depts./Agencies ▪ Affected Jurisdictions
Activate damage assessment groups and assign tasks.	SEOC ▪ All State Depts./Agencies ▪ Affected Jurisdictions
Provide transportation resources for movement of damage assessment teams.	AKNG ▪ DOT&PF ▪ ARRC
Assist local governments with economic impact assessments.	DCCED
Coordinate with federal agencies in areas of mutual interest.	All State Depts./Agencies
Provide local knowledge and team escorts.	Affected Jurisdictions
Provide resources for aerial damage assessments.	AKNG ▪ CAP ▪ DPS ▪ DNR
Provide resources to assist local jurisdictions assess damages.	DMVA ▪ DOA ▪ DCCED ▪ DEED ▪ DEC ▪ DF&G ▪ DHSS ▪ DNR ▪ DOT&PF ▪ ARRC ▪ Affected Jurisdictions ▪ USACE ▪ USPHS

#### V. DIRECTION AND CONTROL

- A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #1, Transportation, and ESF #14, Long-Term Community Recovery.

#### VI. ADMINISTRATION AND LOGISTICS

- A. DHS&EM will enter into any agreements or understandings between this office and local groups or organizations as needed for implementation of this plan.



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**ANNEX R: RECOVERY (ESF #14)**

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES: All State Departments/Agencies  
Multi-Agency Coordination Group  
Affected Jurisdictions  
Federal Emergency Management Agency  
Environmental Protection Agency  
U.S. Army Corp of Engineers  
U.S. Postal Service  
Alaska Voluntary Organizations Active in Disaster  
American Red Cross

**I. PURPOSE**

This Annex establishes strategies for recovery assistance to state agencies, local jurisdictions, tribal governments, eligible private non-profits, and individuals affected by a disaster.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. Disasters have the potential to create extensive damage to persons and property, as well as impact the economy of the affected area.
2. State and federal assistance programs provide financial assistance to affected individuals, businesses, state and local governments, and certain private non-profit organizations.
3. The State must follow specific guidelines for requesting federal assistance following a major disaster, as spelled out in PL 93-288 and various FEMA administrative regulations. Recovery operations generally fall into one of three broad categories: Public Assistance, Individual Assistance, and Mitigation.

**B. Assumptions**

1. Actual measures taken by the State will be tailored to each incident.
2. The magnitude and severity of the emergency may be such that effective response and recovery may be beyond the capability of the State and its political subdivisions.
3. State and local emergency response personnel may be victims of the disaster.



## III. CONCEPT OF OPERATIONS

### A. Recovery Activities

1. Local actions:
  - a. Assess damages, report to SEOC, and anticipate resource needs.
2. State actions:
  - a. While local governments are implementing emergency response and initial recovery actions necessary to protect public health and safety, the SEOC will work with state agencies to prepare for the deployment of resources necessary to facilitate recovery.
  - b. Operations staff in the SEOC and state agency representatives will contact their counterparts in affected local areas to identify needed and anticipated resources, staging areas, distribution sites, contact persons, and other requirements.
  - c. Resource requests exceeding the capability of the State will be forwarded to FEMA and other states via the EMAC system.
  - d. Initial planning for recovery before the response phase ends.
  - e. Operations staff in the SEOC will be in contact with local authorities to monitor the disaster and coordinate initial recovery activities.
  - f. When it becomes apparent the anticipated magnitude of the disaster will exceed the capabilities of the State, the Governor will contact the Regional Administrator of FEMA Region X to request a Presidential Declaration of Emergency or Disaster and activation of the NRF.
3. Federal actions:
  - a. Major disasters may require extraordinary steps to provide resources and assistance safely, quickly, and effectively.
  - b. Activation of this plan authorizes the mobilization of federal resources necessary to augment state and local emergency response efforts.
  - c. If requested, a Joint Preliminary Damage Assessment will be made to gather information for federal disaster assistance.
  - d. FEMA liaisons will be established in the SEOC for coordination of information and resource requests.
4. Actions by all levels of government:
  - a. Local, state and federal officials will establish priorities. Priority issues of immediate concern may include, but will not be limited to:
    - i. Securing the disaster area, ensuring public safety, and establishing communications;
    - ii. Assessing the unmet needs of those impacted by the disaster and taking steps to meet these needs;

- iii. Identifying and controlling hazards to public health, including debris; and
- iv. Assessing damages to essential public facilities and services and taking steps to restore functions.

**B. Long Term Recovery Activities:**

1. 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.
2. State Disaster Recovery Office
  - a. If disaster conditions are severe and recovery will impact widespread segments of one or more communities, the SCO may establish a State Recovery Office (SRO) within the disaster area(s). The SRO will serve as the focal point for the coordination of long-term recovery activities.
  - b. DHS&EM will be responsible for the overall management and administration of the SRO.
  - c. The SRO will coordinate federal and state programs for reconstruction and redevelopment within the disaster area(s). Recovery office staff will provide technical assistance to local governments and private not-for-profit organizations for long range planning and development to include application support for state and federal funding programs.
  - d. Recovery office staff will maintain contact with key state and local officials, community and business leaders, and federal officials for effective communication and problem solving.
  - e. When recovery efforts have restored critical public infrastructure and social services, adequate supplies are available to disaster victims, and the economic base of the disaster area(s) has substantially recovered, the SCO will take action to close the SRO.

**IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

RESPONSIBILITY / TASK	ORGANIZATION
Implement state public assistance and individual assistance plans.	DMVA
Coordinate opening of disaster recovery centers.	DMVA ▪ Affected Jurisdictions
Provide emergency mail delivery and other postal services, as required.	USPS
Arrange for disaster-related education or specialized vocational training.	DEED
Assist in disaster relief matters involving occupational health and safety.	DHSS ▪ DOL&WD
Use employment services to identify a potential disaster relief work force and operate the unemployment insurance program.	DOL&WD





Assist communities in assessing the socio-economic impacts and develop remedial plans to continue government services.	DCCED
Provide state grants to communities, as available.	DCCED • DEC
<b>INDIVIDUAL ASSISTANCE:</b>	
Provide individual assistance and coordinate temporary housing.	DMVA • FEMA • ARC
Coordinate and provide unmet needs assistance to individuals.	AKVOAD • ARC
Manage undesignated donated goods.	DMVA • FEMA • AKVOAD
Provide mental health counseling and manage funding for program.	DHSS
<b>PUBLIC ASSISTANCE:</b>	
Coordinate applicant briefings and kick off meetings with eligible applicants.	DMVA • DHSS • DOT&PF • Affected Jurisdictions
Develop public assistance project worksheets with eligible applicants.	DMVA • FEMA
Monitor completion and disburse funding for public assistance project worksheets.	DMVA

## V. DIRECTION AND CONTROL

- A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #14, Long-Term Community Recovery.
- B. For further direction refer to the State of Alaska Administration Plan for State Disaster Public and Individual Assistance.

## VI. ADMINISTRATION AND LOGISTICS

- A. Local resources will be committed before requesting assistance from higher levels of government.



**ANNEX S: DEBRIS MANAGEMENT (ESF #3)**

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES: Alaska National Guard  
Department of Administration  
Department Commerce, Community and Economic  
Development  
Department of Environmental Conservation  
Department of Fish and Game  
Department of Labor and Workforce Development  
Department of Natural Resources  
Department of Public Safety  
Department of Transportation and Public Facilities  
Alaska Railroad Corporation  
Multi-Agency Coordination Group  
Affected Jurisdictions  
Federal Emergency Management Agency  
Civil Air Patrol  
Federal Bureau of Investigation  
U.S. Coast Guard

**I. PURPOSE**

This Annex establishes recovery operations for debris clearance and disposal. Debris management may be required on both public and private lands and waters.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. Disasters produce a variety of debris that includes, but is not limited to, such things as trees, sand, gravel, building/construction materials, vehicles, personal property, and other materials. The quantity and type of debris generated from any particular disaster are dependent upon the location and kind of event experienced, as well as its magnitude, duration, and intensity.
2. The quantity and type of debris generated, its location, and the size of the area over which it is dispersed directly impact the type of collection and disposal methods used to address the debris problem, associated costs incurred, and the speed with which the problem can be addressed.



3. In a disaster, local jurisdictions may have difficulty in locating staff, equipment, and funds for immediate and long-term debris removal.

## B. Assumptions

1. A major natural disaster requiring removal of debris from public or private properties may occur at any time.
2. The amount of debris generated by a major natural disaster will likely exceed the local government's removal and disposal resources.
3. Private contractors will potentially play a significant role in the debris removal, collection, reduction, and disposal process.
4. The debris management program implemented by local agencies will be based on the waste management approach of prioritizing reduction, reuse, reclamation, resource recovery, incineration, and land-filling.

## III. CONCEPT OF OPERATIONS

### A. Local Government

1. If resources are available, the local government(s) affected by the emergency/disaster is responsible for debris clearance, removal, and disposal. When state agency resources are committed to support local government in debris clearance and disposal operations, the local government(s) shall arrange access and authorization for state agencies to remove debris and wreckage from any public and private property located within its jurisdiction, and agree to indemnify in writing those state agencies against any claims arising from removal (e.g., hold harmless agreements).
2. In addition to these agreements identified above, the demolition of private structures requires condemnation by authorized local officials in accordance with state and local law before removal of this debris may be considered for eligibility for state and federal disaster assistance. In the absence of local building inspectors, other qualified structural engineers, or the State Fire Marshal may conduct life- and structural-safety assessments.

### B. State Government

1. Once the situation is declared an emergency, certain designated state agencies may be assigned to assist local government efforts by providing additional personnel and equipment to supplement local government actions.
2. State government will handle debris clearance and disposal from installations, facilities, roads, and highways that are normally the responsibility of a state agency. For example, the Department of Natural Resources Division of Forestry is responsible for debris management in state parks and forests.

### C. Federal Government

1. In cases involving federal lands, National Forests, or National Parks and Monuments, the appropriate federal agency will control debris clearance and disposal operations. During a declared emergency, federal assistance may be provided to supplement local and state government efforts as follows:

- a. Reimbursement may be available for debris clearance and disposal work essential to public health and safety; to protect property; or to protect the environment. This work may include debris clearance and disposal from roads, facilities, or other critical areas essential to the performance of emergency tasks or for restoration of essential public services. The work must be accomplished by local or state forces, extra hires, or by contract.
  - b. Reimbursement may be available for authorized debris clearance and disposal from a disaster on publicly or privately owned lands or waters. Federal agencies may assist with debris clearance and disposal if the state and affected local government(s) make a request to the FEMA Federal Coordinating Officer (FCO) and the request is approved. However, federal agencies will not participate in debris clearance and disposal until the affected state or affected local government(s) arranges access and authorization for removal and disposal of such debris, and agrees to indemnify the federal government against any claim arising from such removal.
2. As with debris removal from private property, demolition of private structures requires approval by FEMA prior to start of work and agreement by the local government(s) to save and hold the federal government free from damages due to performance of the work as well as condemnation of the private structure by authorized local or state officials.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Transfer personnel or alter the functions of state departments and agencies or their units as needed to perform or facilitate disaster-emergency services, including debris management. In coordination with local government, use state resources to clear disaster-related debris and wreckage from publicly or privately owned land or water to protect public health, welfare, or property.	Governor's Office
Coordinate clearance and operations during disaster events Coordinate statewide debris management during the response-and-recovery phases of an emergency or disaster in accordance with the <i>Alaska Statewide Debris Management Plan</i> . Identify geographical areas, municipalities, cities, and villages especially vulnerable to a disaster with respect to likely disaster-generated debris. Assist local officials with development and implementation of disaster debris-management plans and other local emergency plans as needed for construction of temporary works designed to protect against or mitigate danger, damage, or loss from a disaster. Coordinate federal, state, local, and tribal disaster assistance and activities regarding disaster debris clearance, management, and disposal. Develop, coordinate, and maintain a prioritized list of critical infrastructure in the state to facilitate establishing priorities for debris removal. Maintain a list of prequalified debris removal, disposal, and monitoring contractors.	DMVA
At the request of the Governor, provide public-safety support resources for critical debris priorities, including AKNG personnel to secure disaster areas, clear and remove debris, and provide air transportation resources to move debris or conduct aerial damage assessments.	AKNG



Clear, remove, and transport disaster-related debris from ARRC rights of way, track and track structures, facilities, bridges, and tunnels.

ARRC



RESPONSIBILITY / TASK	ORGANIZATION
<p>Assess state-owned office buildings and facilities for disaster-related damage and file all debris-related claim losses through their Insurance Administration Program.</p> <p>Issue titles, including Abandoned Motor Vehicle Forms, to assist with the disposal of vehicles abandoned as a result of the disaster.</p>	DOA
<p>Provide regulatory oversight and permitting for open burning or air incineration of disaster-related debris to mitigate environmental concerns.</p> <p>Provide regulatory oversight and permitting for waste, including disaster-related debris, for transportation, treatment, storage, and final disposal, to include: putrescent waste; regulated medical waste; asbestos-containing material waste; household hazardous waste; electronic waste; refrigerant-containing appliances; animal carcasses; and hazardous waste.</p> <p>Prevent, prepare, and respond to threatened or imminent spills of oil and hazardous substances within disaster debris to ensure the protection of human health and the environment.</p>	DEC
<p>Regulate land- and water-use activities regarding debris removal from riparian areas and water bodies, including anadromous streams, designated state refuges, critical habitat areas, and game sanctuaries during emergency situations.</p> <p>Provide oversight to ensure debris-management operations do not affect any species placed on the federal list of endangered and threatened wildlife.</p>	DF&G
<p>Ensure debris-removal employees and contractors use the appropriate protective equipment when required for safety and health; undergo training so they are able to perform their tasks safely; maintain good hygiene to avoid contracting waterborne diseases; and follow the manufacturers' guidelines and safety instructions.</p> <p>Ensure persons engaged in debris removal, or contractor performing, directly supervising, or monitoring asbestos-abatement work, are certified according to AS 18.31.200 and debris-removal contractors who undertake work to abate an asbestos health hazard submit and receive approval of a plan that ensures employees are appropriately certified.</p>	DOL&WD
<p>Conduct debris-management operations in state parks and forests.</p> <p>Establish, maintain and enforce quarantine regulations, including regulatory oversight for the clearance, removal, and disposal of all clean woody debris, as deemed necessary to protect the state agricultural industry from pests.</p> <p>Issue permits for disposal of disaster-related debris through open burning to mitigate the risk of wildfire.</p> <p>Provide regulatory oversight and permitting for the temporary use of state land in support of debris-management operations, which may include permitting cleanup activities, the placement of DMSs, and the use of heavy equipment on state land.</p> <p>Participate in the review of federal, state and local debris-management operations that may affect historic properties (Section 106 of NHPA), such as the demolition of potentially historic properties. In addition, the SHPO must ensure heritages sites, including historic and prehistoric archeological resources or cultural resources, are not damaged or destroyed during debris-management operations.</p> <p>In accordance with Alaska National Interest Lands Conservation Act (ANILCA), coordinate and/or partner with federal agencies to facilitate debris-management strategies when federal and state jurisdictions overlap, such as developing a debris-management strategy within the National Parks System to minimize disruption to recreation and tourism.</p>	DNR
<p>Upon request by the Governor or DMVA, provide support for debris-management operations by securing roads and highways for damage assessments and emergency debris-clearance operations.</p> <p>Provide life- and structural-safety assessments of private property structures in unincorporated communities within the Unorganized Borough.</p>	DPS
<p>Conduct damage assessments, issue permits, and clear and remove debris on and around all DOT&amp;PF facilities, airports, and infrastructure, as well as on federal highways and all government utilities as needed.</p>	DOT&PF



Provide debris clearance assistance when available local resources become overwhelmed.	
Provide information to the general public on safe handling of debris and other related issues.	DEC

## V. DIRECTION AND CONTROL

- A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #3, Public Works and Engineering.
- B. For further direction refer to the State of Alaska Debris Management Plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. Local resources shall be committed before requesting assistance from higher levels of government.
- B. Every agency providing assistance with debris management will maintain accurate records of the operations, including information related to costs incurred during recovery operations that can be used after the emergency to obtain reimbursement from state or federal sources.



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## ANNEX T: NATURAL RESOURCES (ESF #4 and ESF #11)

STATE COORDINATING AGENCY: Department of Natural Resources

SUPPORTING AGENCIES:

- Department of Military and Veterans Affairs/  
State Emergency Operations Center
- Alaska National Guard
- Department of Administration
- Department of Commerce, Community and  
Economic Development
- Department of Education and Early Development
- Department of Environmental Conservation
- Department of Fish and Game
- Department of Health and Social Services
- Department of Labor and Workforce Development
- Department of Law
- Department of Public Safety
- Department of Transportation and Public Facilities
- Multi-Agency Coordination Group
- Alaska Information and Analysis Center
- Affected Jurisdictions
- Bureau of Land Management-Alaska Fire Service
- Federal Emergency Management Agency
- Civil Air Patrol
- Environmental Protection Agency
- Federal Bureau of Investigation
- National Resource Conservation Service
- U.S. Army Corps of Engineers
- U.S. Coast Guard
- U.S. Public Health Service

### I. PURPOSE

This Annex establishes measures needed to protect Alaska's natural resources and environment.

### II. SITUATION AND ASSUMPTIONS

#### A. Situation

1. Numerous natural and manmade disasters could threaten Alaska's natural resources. Alaska's natural resource-driven economy requires adequate protection to ensure the livelihood of the state's residents.



## B. Assumptions

1. A disaster involving natural resources could be devastating to Alaska's economy.
2. Memoranda of Understanding and Memoranda of Agreement will aid in agency coordination.

## III. CONCEPT OF OPERATIONS

## A. General

1. The Department of Natural Resources Division of Forestry (DNR/DOF) is the lead State agency for wildland fire management and operates in accordance with the *Alaska Interagency Fire Management Plan*. DNR/DOF will coordinate the mobilization of support and response resources for wildland fires and all-hazard incidents, when appropriate. DOF can tap into the National Fire Cache system and mobilize national Incident Management Teams (IMTs) through the resource order system for certain declarations.
2. The Bureau of Land Management-Alaska Fire Service (AFS) serves as the primary ESF-4 in the event of a federal declaration under the Stafford Act. They also serve as FEMA's representative in the event that the DNR/DOF receives a Fire Management Assistance Grant (FMAG) when large incidents occur that threaten major infrastructure.
3. DOF coordinates mobilization of state resources and channels requests for the use of federal resources to the Alaska Interagency Coordination Center (AICC). AICC serves as the Geographic Area Coordination Center (GACC).
4. Requests for interagency assistance, such as DNR personnel and other resources, may be channeled through the SEOC.
5. When necessary, a MAC Group will be organized to establish priorities, develop response strategies, and facilitate information sharing and communication.
6. The SEOC should be among those initially notified of any large-scale emergency.
7. When warning is possible, key sources of emergency equipment should be notified that short-notice orders may be forthcoming.

## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Activate the DNR EOC and provide liaison to SEOC.	DNR
Serve as lead state agency to manage wildland fire and coordinate all-hazard responses for DNR resources.	DNR
Provide ICS qualified personnel, aircraft, equipment, supplies, and other resources through the resource order system for fire suppression and all-hazard incidents, when appropriate.	DNR



# State of Alaska Emergency Operations Plan

In coordination with affected communities, provide notification to the public about air quality and contamination of drinking water, food resources, and agricultural products.	DNR • DEED • DHSS • DEC
Provide resources to support environmental protection activities.	DNR • DOA • DCCED • DEC • DF&G • DHSS • DOL&WD • DLAW • DMVA • DOT&PF • EPA CAP • USCG
Coordinate activities to protect Alaska's surface and subsurface resources.	DNR
Coordinate activities essential to protect human uses of fish and game resources.	DF&G • DHSS
Ensure liaison with federal agencies in areas of mutual interest.	DMVA • DEC • DF&G • DHSS • DNR • BLM-AFS
Coordinate emergency permitting.	DNR • DEC • EPA • USACE • USCG
Activate the Unified Plan and appropriate subarea plan(s) for oil and hazardous substance responses.	DEC • EPA • USCG
<b>TERRORISM</b>	
<b>AGROTERRORISM</b>	
Disseminate information about potential agro terrorism attack scenarios and the various agents that can be used in the attack.	DNR • DOA • DMVA • FBI
Assemble and disseminate intelligence about specific agro terrorism threats to Alaska and provide it to the JTTF and DHS&EM for dissemination.	DNR • DMVA • AKNG • AKIAC
Coordinate among trained investigators to conduct routine sampling to detect indications of possible attacks and investigate suspicious acute and/or group deaths among animal populations.	DNR • DEC • DF&G • DHSS
Oversee and coordinate the public health aspects of the response.	DHSS • USPHS
Develop surveillance and response plans.	DNR • CAP
Provide advice on the types of federal assistance available.	DNR • DMVA
Designate a SEOC co-manager.	DNR
Activate department EOC.	DNR
Provide MAC Group with recommendations on animal and plant quarantine and animal and plant destruction.	DNR • DLAW • USDA
Coordinate activities essential for protection of Alaska's fish and game and human uses of these resources.	DF&G
Provide representatives to local Unified Commands and to local MAC Groups, as needed.	DNR
Provide site security as needed.	DMVA • DPS • Affected Jurisdictions
Support local jurisdictions statewide.	AKNG • DNR
<b>INCENDIARY ATTACK</b>	
Assemble and disseminate intelligence about specific agro terrorism threats to Alaska and provide it to the JTTF and DHS&EM for dissemination.	DNR • DMVA • AKNG • AKIAC
Coordinate support with the National Interagency Fire Coordination Center, as needed.	DNR
Implement the Alaska Interagency Fire Management Plan, as needed.	DNR





## V. DIRECTION AND CONTROL

- A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #4, Public Firefighting, and ESF #11, Agriculture and Natural Resources.
- B. For further direction refer to the State of Alaska Interagency Fire Management Plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. Local resources will be committed before requesting assistance from higher levels of government.
- B. Agencies providing assistance with natural resource management and protection will maintain accurate records of the operations, including information related to costs incurred during recovery operations that can be used after the emergency to obtain reimbursement from state or federal sources.

**ANNEX U: TRANSPORTATION (ESF #1)**

STATE COORDINATING AGENCY: Department of Transportation and Public Facilities

SUPPORTING AGENCIES:

- Department of Military and Veterans Affairs/  
State Emergency Operations Center
- Alaska National Guard
- Department of Commerce, Community and  
Economic Development
- Department of Environmental Conservation
- Department of Fish and Game
- Department of Public Safety
- Department of Natural Resources
- Alaska Railroad Corporation
- Multi-Agency Coordination Group
- Affected Jurisdictions
- Environmental Protection Agency
- Federal Aviation Administration
- U.S. Army Corps of Engineers
- U.S. Coast Guard

**I. PURPOSE**

This Annex establishes strategies to provide technical advice and evaluation; damage assessment; engineering services, construction management and inspection; and maintenance and repair of essential state-owned transportation infrastructure.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. A major disaster will severely damage the transportation infrastructure throughout the impacted area. Most local transportation activities will be hampered by damaged facilities, equipment, and infrastructure, as well as disrupted communications. A disaster may create significant demands for resources that require transport to provide for relief and recovery.
2. Coordinating maintenance and restoration of transportation infrastructure and public facilities disrupted by an emergency/disaster will be a high priority and require the expedient joint efforts of federal, state and local governments.

**B. Assumptions**

1. Regional transportation infrastructure will sustain damage, limiting access to the disaster area. Access will improve as routes are cleared and repaired or as detours are established.
2. Requirements for transportation capacity will exceed both state and locally controlled or accessible assets, requiring assistance from the Federal Government.
  - a. Infrastructure damage and communications disruptions may inhibit efficient coordination of support during the immediate post-disaster period.
  - b. Gradual clearing of access routes and improved communications will permit an increased flow of emergency relief, although local areas may remain unusable for a significant period.
  - c. Movement of relief supplies may create congestion in the transportation infrastructure requiring controls to be instituted.
  - d. Initial responsibility for the restoration of transportation infrastructure rests with the affected local government(s).

### III. CONCEPT OF OPERATIONS

- A. When the SEOC is activated at *Preparedness Level 3* or higher, the Department of Transportation and Public Facilities (DOT&PF) will provide a liaison to the SEOC as a single point agency representative to obtain key infrastructure-related information; response actions; recovery planning; and where appropriate, emergency management preparedness, prevention, and mitigation capabilities.
- B. Response during emergencies includes the following actions:
  1. Monitor and report the status of and damage to the transportation infrastructure and public facilities;
  2. Provide for operations, maintenance, and restoration of essential transportation infrastructure;
  3. Provide for repair and restoration of essential public facilities;
  4. Identify temporary alternate transportation solutions to be implemented by others when primary systems and routes are unavailable or overwhelmed;
  5. Implement appropriate security measures for protection of transportation infrastructure and public facilities;
  6. Coordinate the issuance of regulatory waivers and exemptions;
  7. Provide for long-term coordination of the restoration and recovery of the affected transportation infrastructure and public facilities; and
  8. Activate emergency task forces, mutual aid agreements, and additional resources to support response and recovery of essential transportation.

## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Provide liaison to the MAC Group when activated and as needed.	DOT&PF
Activate Regional DOT&PF EOC.	DOT&PF
Provide DOT&PF liaison to SEOC.	DOT&PF
Provide for operations, maintenance, and restoration of essential transportation infrastructure.	DOT&PF • ARRC
Provide for repair and restoration of essential public facilities.	DOT&PF
Provide technical assistance to local officials. Coordinate further assistance with USACE.	DOT&PF • USACE
Coordinate and ensure liaison with federal agencies to include DOT, DOE, USACE, Military, and EPA for issuance of regulatory waivers and exemptions.	DOT&PF • DCCED • DEC
Assist DHS&EM in Public Assistance (PA) issues with local jurisdictions, private non-profits, state agencies, and tribal governments.	DOT&PF
Monitor and report status/damage of transportation infrastructure and public facilities.	All State Agencies
Provide input for temporary alternatives when primary systems and routes are unavailable or overwhelmed.	DOT&PF • DF&G • DNR • DPS
Implement appropriate security measures for transportation infrastructure and public facilities as needed.	DOT&PF • DMVA • AKNG • DPS
Oversee long-term restoration and recovery efforts in affect areas.	DOT&PF • DMVA • DF&G • DNR

## V. DIRECTION AND CONTROL

- A. Emergency restoration of transportation services disrupted by an emergency/disaster should be accomplished first by the affected local government utilizing all available public and private resources. If local resources are insufficient to accomplish this mission, state and federal assistance may be made available.
- B. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF ESF #1, Transportation.
- C. For further direction, refer to the State of Alaska Strategic Highway Safety Plan.

## VI. ADMINISTRATION AND LOGISTICS

- A. Local resources will be committed before requesting assistance from higher levels of government.
- B. Every agency providing assistance with transportation management and recovery will maintain accurate records of the operations, including information related to costs incurred during recovery operations that can be used after the emergency to obtain reimbursement from state or federal sources.





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**ANNEX V: CATASTROPHIC INCIDENT (ESF #5)**

STATE COORDINATING AGENCY: Department of Military and Veterans Affairs/  
State Emergency Operations Center

SUPPORTING AGENCIES: All State Departments/Agencies  
Affected Jurisdictions  
Federal Emergency Management Agency  
Emergency Support Functions #1, #2, #3, #4, #5,  
#6, #7, #8, #9, #10, #11, #12, #13, #14, #15  
Private Sector Industries  
Volunteer Organizations

**I. PURPOSE AND SCOPE****A. Purpose**

The Catastrophic Incident Annex to the State EOP establishes the strategy for implementing and coordinating an accelerated, proactive state response to a catastrophic incident. A catastrophic incident, as defined in the National Response Framework (NRF), is any natural or manmade incident, including terrorism that produces extraordinary levels of mass casualties, damage, and disruption severely affecting the population, infrastructure, environment, economy, and government functions. Such an event would immediately exceed resources normally available in the local, state, federal and private sectors, and therefore would require expedient state/federal assistance at levels above that found in the base State EOP.

Recognizing that state and/or federal resources will be required to augment profoundly overwhelmed local response efforts, this Annex establishes protocols to pre-designate and rapidly deploy key resources, such as medical teams, search and rescue teams, shelters, transportable shelters, medical and equipment caches, and other critical assets essential to save lives and contain incidents.

**B. Scope**

A catastrophic incident involves sustained statewide or regional impacts over a prolonged period of time and a significant interruption to government operations and emergency services that threatens state security. Upon the direction of the Governor or the Governor's authorized representative, state resources will deploy as quickly as possible following a catastrophic incident to one or more pre-designated staging areas. Resources will deploy in a phased, prioritized schedule in coordination with the affected local jurisdiction(s).



## II. SITUATION AND ASSUMPTIONS

### A. Situation

Normal procedures for Alaska Catastrophic Task Forces, ESFs #1, 6, 8, 9, 15, and others will be expedited and streamlined to address the magnitude of events. All entities must maximize scarce resources. State and Federal entities will provide assistance outside the normal request process in one or more of the following areas:

1. Mass Evacuations
2. Mass Care, Housing, and Human Services
3. Search and Rescue
4. Victim Decontamination
5. Environmental Assessment and Decontamination
6. Public Health and Medical Support
7. Medical Equipment and Supplies
8. Casualty Transportation
9. Public Safety and Security
10. Public Information
11. Critical Infrastructure

### B. Assumptions

1. The governance of the State of Alaska and the functional ability of the SEOC will remain capable during a catastrophic incident.
2. Continuity of Government and Continuity of Operations measures will be implemented as needed.
3. Necessary waivers, authorities, and liability protections will be granted to assure continuity of operations and services.
4. A catastrophic incident may immediately exceed resources normally available to the State and its local jurisdictions and may require immediate national and/or federal assistance.
5. In a catastrophic incident, the Federal Government or other entities outside the state will provide expedited assistance and support when:
  - a. The Secretary of Homeland Security directs implementation of the NRF Catastrophic Incident Annex (NRF-Catastrophic Annex);
  - b. Actions are taken under the Catastrophic Incident Supplement (NRP-CIS);
  - c. A catastrophic mass casualty/mass evacuation incident triggers a Presidential disaster declaration.
6. Local jurisdictions and the State may have to manage initial emergency response and recovery activities for at least the first 72 hours of an incident using internal capabilities and/or mutual aid agreements, regardless of the size and scope of the incident.
7. 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.
8. A number of people may self-evacuate impacted areas, while others may stay for a variety of reasons, including protecting property or caring for farm and/or companion animals. Evacuations will be conducted in accordance with existing local and/or state evacuation plans.
  9. Pre-designated shelters may not be available in impacted areas. Temporary sheltering in campers and/or tents may be determined to be the safest option until buildings and residences are inspected based on weather and other safety issues. Prudent and safe actions will be considered when determining whether people should remain in their residences or move to temporary shelters. People may be directed to shelters outside the affected area.
  10. Local jurisdictions and the State will employ, to the best of their abilities, all available local and state resources and implement established mutual aid agreements as needed. Federal assistance will be requested only after it is determined that local and state-level resources will be inadequate or have been exhausted.

### III. CONCEPT OF OPERATIONS

#### A. Senior Leaders' Intent

1. For the purposes of this Concept of Operations (CONOP), senior leaders are the DHS&EM Director and the FEMA Region X Regional Administrator. The intent of the senior leaders is to establish a Unified Coordination Group, using Incident Command System (ICS) concepts and principles to:
  - a. Save and sustain life;
  - b. Ensure responder health and safety;
  - c. Protect public health and safety;
  - d. Minimize damage to and protect property;
  - e. Provide for basic human needs to include:
    - i. Food
    - ii. Water
    - iii. Emergency medical care and services
    - iv. Shelter;
  - f. Stabilize critical infrastructure and key resources essential to the operation of the economy and the government; and
  - g. Create conditions in the affected area that allow reentry, repopulation, long-term recovery, and future hazard mitigation.



## B. General

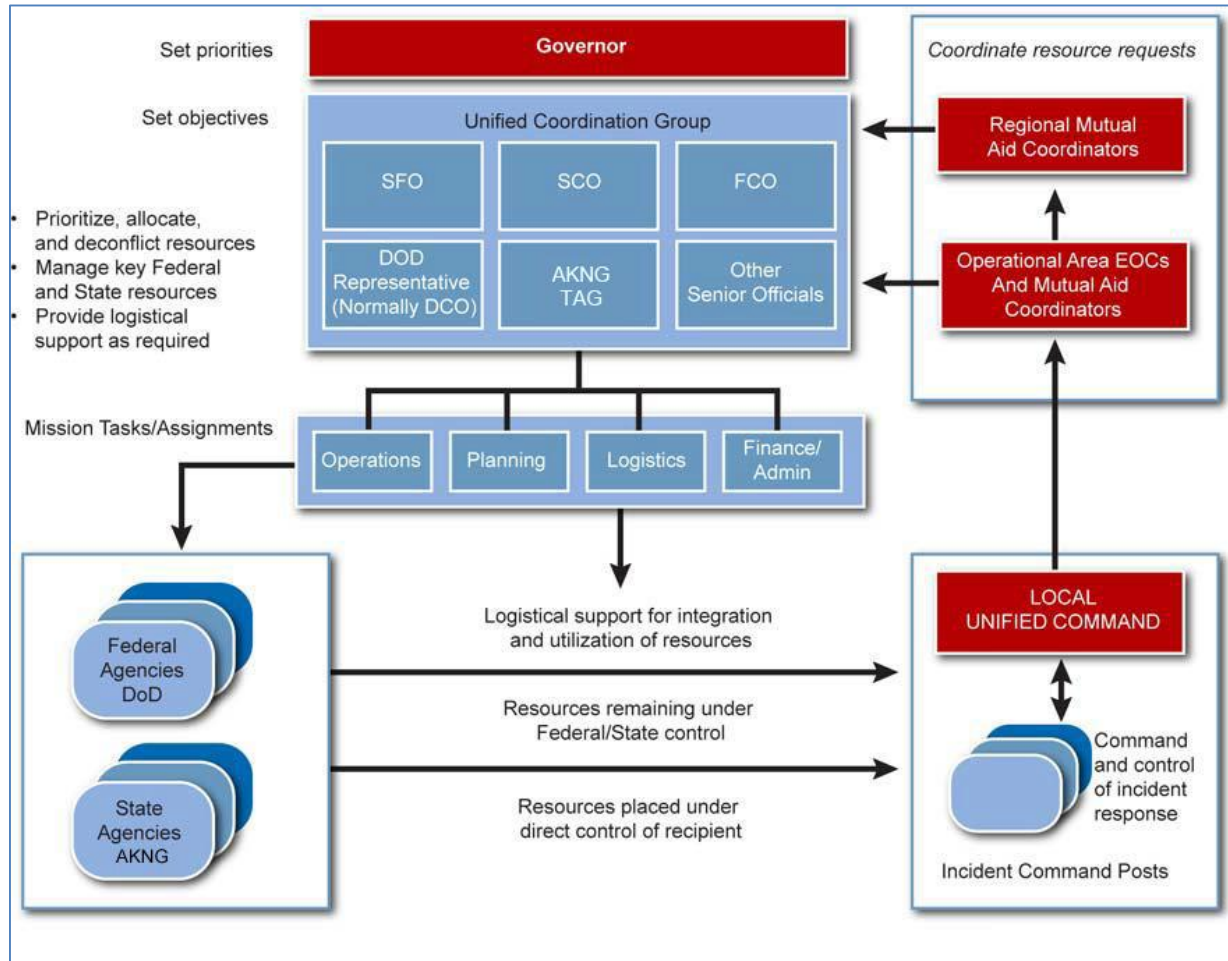
1. In a catastrophic incident, requests for interdisciplinary resources accumulate so quickly that no single agency or organization can meet all resource requirements. In accordance with NIMS, the State provides for the orderly submittal of resource requests from local EOCs to the SEOC. The state response will also necessitate the activation of the all-hazards MAC Group to support initial efforts to de-conflict and allocate resources.
2. Similarly, at state request, FEMA coordinates the provision of supplemental federal assistance in accordance with the NRF via ESFs. Initially, support is provided by an Incident Management Assistance Team (IMAT) deployed to the SEOC. Subsequent support is through a Joint Field Office (JFO) established near the incident. FEMA's Regional Response Coordination Center (RRCC), generally FEMA Region X, will assist in the federal activation.
3. Forming a Unified Coordination Group (UCG) is a decisive CONOP task that is aimed at achieving effective incident management. To meet the response needs of a catastrophic incident as effectively as possible, State and Federal Governments form the UCG to consolidate incident-related operational elements of the SEOC, State Catastrophic Task Forces, and IMAT at the JFO. Once the UCG forms, state response and initial Direct Federal Assistance will be coordinated at the JFO. Multi-agency coordination through the UCG replaces the state response of the all-hazards MAC Group and the SEOC, as well as the initial federal assistance activities of the RRCC and the IMAT.
4. The UCG provides a structure for efficient command, control, and coordination of state and federal resources not yet delivered to the operational areas, field-level Incident Command, or end users. It does not assume responsibility for field level Incident Command. Rather, the UCG directs coordinated, combined state and federal operations in accordance with Unified Command principles. The single platform of Unified Command maximizes resource allocation while it synchronizes and enhances overall response.

## C. Objectives and Structure of the UCG

1. For purposes of this CONOP, the principal objectives of the UCG are to:
  - a. Provide leadership for multiple agencies to work together with common objectives for effective management of incident response; and
  - b. Ensure that all decisions are based on mutually agreed-upon objectives, regardless of the number of agencies or jurisdictions involved.
2. The UCG is typically formed at the SEOC upon arrival of the IMAT, migrating to the JFO as soon as the JFO can provide adequate support for response and recovery operations.

3. The UCG:
  - a. Operates using Unified Command principles, integrating the efforts of senior state and federal leaders engaged in response and recovery operations;
  - b. Is responsible for operational direction of coordinated state and federal response and recovery activities;
  - c. Responds to priorities set by the Governor and the President;
  - d. Implements policy decisions made by appropriate state and federal policymaking entities;
  - e. Ensures unity of effort throughout response and recovery operations;
  - f. Ensures development of common objectives through a joint Incident Action Plan (IAP) process and assignment of resources in accordance with those objectives; and
  - g. Approves state and federal agency task assignments and coordination among governmental and private sector organizations to support response and recovery operations.
4. Figure 1 shows the basic structure of the UCG and its relationship to other state and federal elements. State and federal representatives participate jointly in all major elements of the response and recovery operation. For example, state and federal Operations Section Chiefs jointly lead the Operations Section, and state and federal representatives may jointly staff key elements within the Operations Section. The Finance/Administration Section is the exception, so state and federal elements remain separate to satisfy state and federal system requirements.
5. Agencies and stakeholders outside the UCG are assigned as agency representatives to the UCG liaison officer. These groups may be assigned anywhere within the IMAT field organization as individual resources, teams, or task forces.
6. The UCG adheres to the following principles:
  - a. *Unity of Effort.* Unified Command principles ensure that state and federal objectives, priorities, and operations align and that direction from the decision-making of senior officials results in effective allocation, integration, and utilization of resources at the field level.
  - b. *Maintenance of Existing Authorities and Responsibilities.* The organizations that participate in or support the UCG retain existing authorities and responsibilities under state and federal laws and regulations.





**Figure 1. Basic structure and responsibilities of the joint State/Federal organization.**

*c. Consistency with NIMS and ICS Principles.*

- i. The Unified Coordination Group directs the efforts of the joint State/Federal organization initially at the SEOC and subsequently at the JFO. These efforts are organized according to NIMS and ICS principles. The structure is scalable and flexible so that it can be adapted to the specific circumstances of the incident in question.
- ii. The basic premise of NIMS is that emergencies are handled at the field level by local authorities, who request additional resources and support as their capabilities to respond are exceeded. Local authorities then transmit information-gathering and resource requests to the local EOCs, with requests moving to regional and State levels until resources are identified. In a large event, the State may pursue requests for Federal or out-of-state resources, as needed. The joint State/Federal operation maintains the integrity of NIMS by ensuring that the State-level functions are integrated into the JFO in a manner transparent to local- and operational area-level authorities.

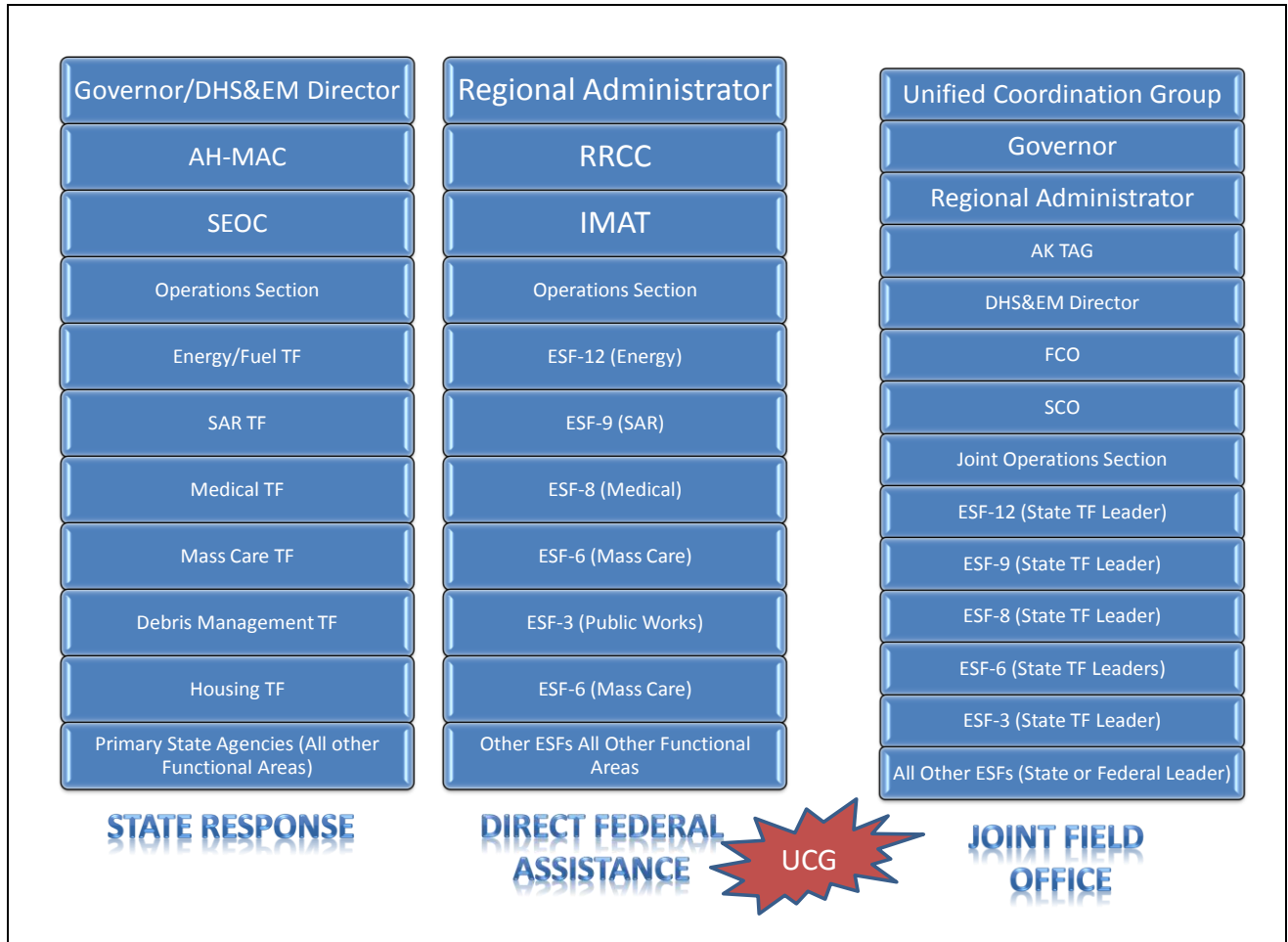
- d. *Command and Control Does Not Extend to the Field Level.* As stated above, the UCG does not exercise command and control down to the field level except when resources must remain under state or federal control (e.g., use of DoD resources). In those situations, integration and utilization of resources is achieved through unity of effort with the field-level Incident Command.

D. Composition of the UCG

1. Senior Leadership active during the initial response evolves into the UCG. Core UCG members may include the following positions, and may be supplemented by other position, based on incident demands:
  - a. Senior Federal Official (SFO)
  - b. State Coordinating Officer (SCO)
  - c. Federal Coordinating Officer (FCO)
  - d. Director, DHS&EM
  - e. Defense Coordinating Officer (DCO)
  - f. Alaska Adjutant General (AG)
  - g. Representative of the Governor's Office
  - h. Representatives of other state, federal, nongovernmental, and private-sector organizations that have a significant role in providing resources or support in the operation
  - i. When the incident is the result of a terrorist attack or there is a significant public safety component to the response,
    - i. Senior state law enforcement official *and*
    - ii. Senior federal law enforcement official
2. The membership of the UCG may change as response and recovery proceeds, as the involvement of key agencies evolves. For example, as response requirements for DoD resources diminish, the DCO may determine his or her participation is no longer required and request to withdraw. Similarly, if the Governor designates an SRO to guide state recovery efforts, it may be appropriate for the SRO to join the UCG. Figure 2 illustrates a typical composition of the UCG in a catastrophic event.



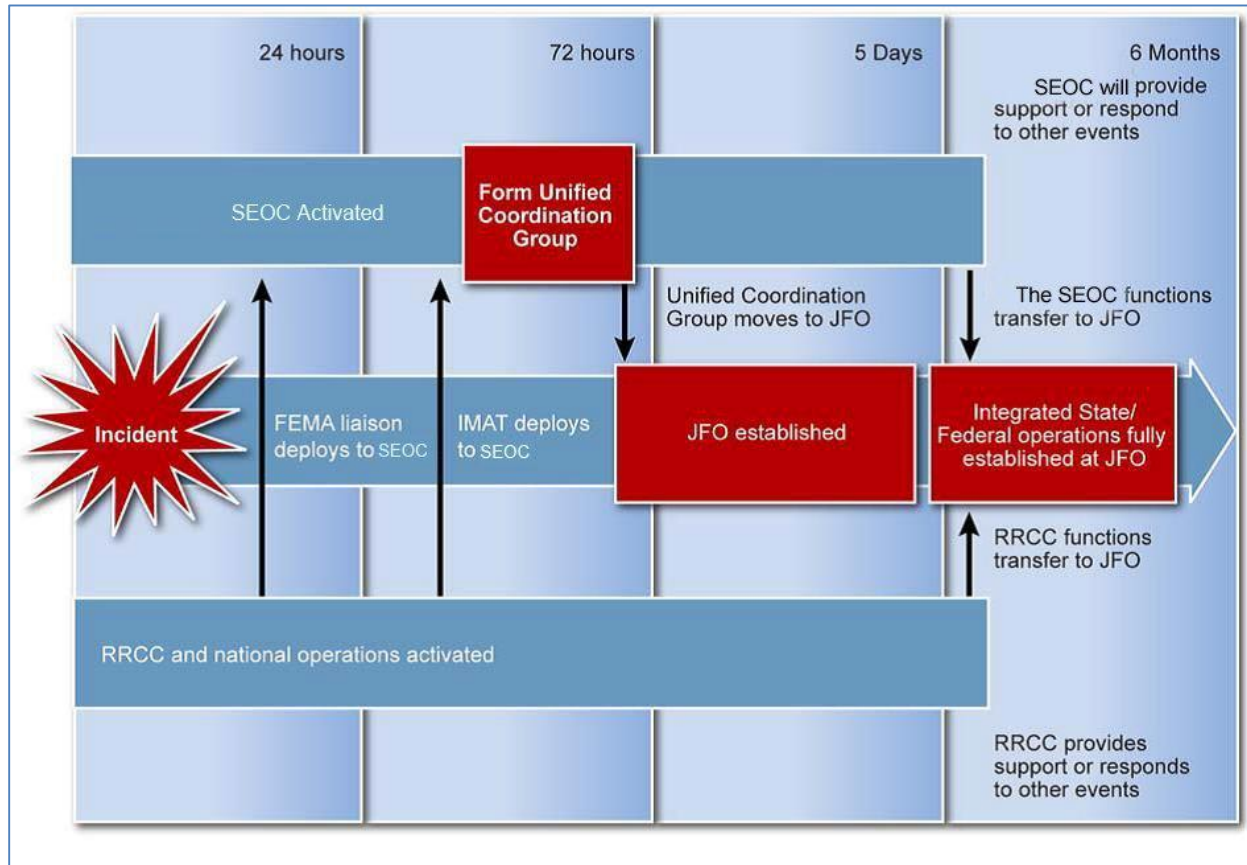




**Figure 2. Unified Coordination Group Composition.**

## E. Sequence for Establishing the UCG and JFO

1. A catastrophic incident in Alaska is likely to be a no-notice incident. When such an incident occurs, DHS&EM will immediately activate the SEOC at Joint Base Elmendorf-Richardson (JBER). If the SEOC facility is inoperable, the Incident Commander will designate an appropriate alternate location, either previously identified in the DHS&EM Continuity of Operations Plan or identified following the event. FEMA will activate its Regional Response Coordination Center (RRCC) in Bothell, WA, if the incident does not preclude its operation, and the National Response Coordination Center (NRCC) in Washington, DC. Other state and federal agencies initiate operations from their respective EOCs and begin preparations for deploying forward elements to the JFO. Subsequent joint state/federal efforts to establish the UCG and the JFO proceed according to the timeline summarized in Figure 3.



**Figure 3. Timeline for establishing the Unified Coordination Group and Joint Field Office**

- Deploy FEMA Liaison.* Immediately following the incident, or based on credible intelligence of a developing incident, FEMA dispatches liaison personnel to the SEOC.
- Establish Initial Operating Facility (first 72 hours).* Immediately following the incident, the focus of joint state/federal operations is the SEOC. FEMA deploys an IMAT to the SEOC to initiate coordination with the State. The appointed FCO and SCO meet at the SEOC and establish the UCG. Other predefined members (such as the AG and DCO) and additional identified UCG members deploy to the SEOC. If the SEOC is compromised, DHS&EM informs FEMA of its alternate operating location.
- Establish JFO (from 72 hours forward).* The State and FEMA establish a JFO in a forward location within 72 hours as close to the area of impact as practical, given logistical and safety constraints imposed by the incident. The forward elements of the UCG, IMAT, designated State Task Forces, and DHS&EM move to the JFO at this point.
- Establish All Components of the Unified Coordination Group at the JFO within a Maximum of Five Days.* Within five days, the JFO is the center of joint

state/federal operations. SEOC functions for the affected area transfer to the JFO and the SEOC continues to monitor and respond to additional concurrent incidents. The joint state/federal Operations Section at the JFO establishes additional facilities to provide bases of operation for activated branches and divisions.

- e. *Transition to Recovery.* The JFO remains the focus of joint state/federal operations, with transition to a joint recovery operation as activities move from response and initial recovery to long-term recovery programs.
  - f. *Flexible Timeframes for Evolving Incidents.* For an incident that can be predicted or develops over time, FEMA and DHS&EM proceed according to the steps outlined above, but the timeframe may be adjusted. For example, during a statewide flooding incident that develops over a five-day period, the SEOC is established as the Initial Operating Facility for joint state/federal operations as soon as widespread flooding is predicted. The JFO location is established and activated as soon as it is possible to identify the most severely affected area.
- F. **Interagency Response, Actions, and Activities:** A key component of joint state/federal organization is the coordination and sequencing of operations at otherwise distinct state and federal operations centers. This section summarizes the state and federal systems and the integration of state and federal operations in response to a catastrophic incident. Systems are described in more detail in the State EOP and NRF, respectively.
- 1. **State and Federal Response Infrastructure:** State and federal systems for incident management are described below. Table 1 describes relevant operations centers within these systems.

**Table 1. Operations Centers for incident management and their locations and functions**

Facility	Operating Entity	Location	Function
Local Emergency Operations Center	Local Jurisdiction Emergency Management Agencies	Throughout Alaska	Coordinates support and resources among cities, county agencies, and special districts within a jurisdiction's geographic area.
State Emergency Operations Center	DHS&EM	Joint Base Elmendorf Richardson, Alaska	Coordinates overall state response to incident; provides state-level coordination of mutual aid; coordinates scarce state resources; requests assistance from states and Federal Government.
RRCC	FEMA	Bothell, WA	Serves as FEMA's immediate Operations Center; coordinates federal field response efforts until an FCO assumes operational control; and supports the deployment of an IMAT.
NRCC	FEMA	Washington, DC	Multiagency coordination center for national response and recovery operations; coordinates assignment of national-level resources and teams; provides resources through mission assignments and arrangements with federal agencies.
National Operations Center	DHS	Washington, DC	Facilitates information sharing; coordinates with other federal agencies; and provides situational awareness to senior DHS and the White House.





- i. Alaska responds to emergencies and disasters through an existing statewide emergency management infrastructure that operates according to NIMS, as described in the State EOP. Figure 4 shows the process for requesting resources under NIMS.
- ii. The Governor may direct state agencies, including the Alaska National Guard (AKNG), to provide resources in support of field-level Incident Command. Lead and support state agencies for specific functions are identified in the State EOP. DHS&EM issues mission tasks to direct state agencies to undertake response operations. Alaska may obtain out-of-state resources through state-to-state arrangements or through EMAC, to which Alaska is a signatory.

i. The Federal Government's response to an incident is outlined in the NRF. Federal operations centers are described in Table 1 and include the FEMA Region X RRCC in Bothell, WA. If this RRCC is not operational, FEMA

activates a back-up RRCC in another region according to its Continuity of Operations Plan.

- ii. FEMA deploys an IMAT in anticipation of, or immediately after, an incident. The IMAT initiates coordination with the State, assesses the current state and local capabilities, and coordinates available federal assistance. Working with the RRCC and the IMAT, the NRCC coordinates the activation and deployment of federal teams and commodities, as outlined in the NRF and the Catastrophic Incident Supplement to the NRF. It also activates Emergency Support Functions (ESFs) to provide coordination and resources for federal response activities. Other federal agencies may provide resources to support state, local, regional, and tribal government entities. These agencies may respond in one of the following two ways:
  - (i) *Through Mission Assignments from FEMA under the Authority of the Stafford Act.* FEMA may mission assign the DoD to provide support for response and recovery operations.
  - (ii) *Under Specific Authorities.* Agencies may act under their own authorities, including agencies with resources within the affected region. For example, the U.S. Coast Guard may respond immediately to an oil spill under its own authorities.

## 2. Integration of State and Federal Operations

- a. Once DHS&EM and FEMA agree to the formation of the UCG, the separate functions of the SEOC, State of Alaska Catastrophic Task Forces, and RRCC are incorporated into the UCG structure. To ensure unity of effort while maintaining consistency with NIMS, the JFO becomes the focal point of operations for the State, including functions that would otherwise be performed at the SEOC and/or local EOC for the affected region. These functions include:
  - i. Maintaining coordination with the operational areas and receiving information and requests for resources from the operational areas;
  - ii. Coordinating mutual aid requests and the flow of resources through the mutual aid system;
  - iii. Brokering resource requests among operational areas within the region or among regions;
  - iv. Tasking state agencies to provide resources in response to local government requests; and
  - v. Obtaining resources from other states through state-to-state mutual aid and EMAC.
- b. The integration of these functions must be transparent to the operational areas and regional EOCs. Functional points of contact and connections with these elements are maintained as the focus of operations shifts from the SEOC to the JFO.

### 3. Integration of Resources

- a. A key element of the response to a catastrophic incident is the effective integration and utilization of resources down to the field level. In general, state, out-of-state, EMAC, and federal resources are integrated into the Incident Command at the field level. Federal and state division supervisors may ensure that the local EOC directors and/or incident commanders are aware that resources are being deployed and provide support to coordinate logistics necessary for deployment. Additionally, the state division supervisors may monitor the deployment of resources to account for their arrival or to follow up when they do not arrive as scheduled.
- b. Certain federal resources are deployed under the control of the UCG, which is responsible for the integration and utilization of these resources down to the field level. Examples are housing inspectors assessing damages under the Individual and Household Program.
- c. Similarly, DoD and AKNG elements carrying out missions remain under the control of the Secretary of Defense and the Governor, respectively; and DoD and AKNG field operations are directed by one or more task forces or joint task forces operating under proper state and federal authority.

### 4. Incident Action Plan (IAP)

- a. The IAP is the central tool for planning during response and initial recovery. The process used to prepare the joint IAP supports effective integration of state and federal resources and unity of effort. The IAP planning process results in a set of incident objectives captured in the joint IAP, from which resources are identified effectively meet those objectives. Cross-functional collaboration is critical to the process. The planning meeting and the resulting joint IAP ensure that:
  - i. Objectives across functional areas do not conflict and
  - ii. Resources, transportation, and logistics elements are neither double-committed nor duplicated.
- b. In developing overall objectives, the UCG must consider the priorities set by the Governor and the objectives of the operational areas and other jurisdictions. Ideally, these objectives feed into the joint IAP. In a catastrophic incident, however, local jurisdictions may not have the capacity to articulate objectives and requirements. Consequently, objectives may by necessity be established by state and federal senior leaders.

## IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### A. Organization

1. *State Emergency Operations Center:* The SEOC responds to requests for support from local Incident Management Teams/Unified Command in accordance with decisions, objectives, and priorities established by the MAC. The SEOC conducts situational assessment and provides reporting and information management.





2. *State of Alaska Catastrophic Task Forces*: Pre-established function- and discipline-specific task forces are used in moderate size disaster and are combined with the ESF system at the JFO in a catastrophic event. Task forces are comprised of local, state and federal partners to define appropriate outcomes, address discipline specific issues, and develop mature operational procedures. The task forces will be activated as needed and may operate virtually. The six task forces are listed below:
  - a. *Power and Energy Task Force*: Collects, evaluates, and shares information on energy system damage and estimates of the impact of energy system outages within affected areas. “Energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components. Also provides information concerning the energy restoration process, including projected schedules, percent completion of restoration, geographic information on the restoration, and other data as appropriate.
  - b. *Disaster Search and Rescue (DSAR) Task Force*: The primary mission of the DSAR Task Force is to support and enable operations to meet life-saving and life-sustaining coordination that may serve the SEOC or state/federal JFO. State, federal, and local DSAR resources identify and coordinate existing DSAR capabilities within the State, use existing resources to increase DSAR preparedness and response, and recommend long term strategies to further enhance the State’s DSAR capabilities.
  - c. *Disaster Housing Task Force*: The Disaster Housing Task Force brings together state, local, and federal officials, disaster housing experts, representatives of advocacy groups, disability support organizations, and others with a stake in disaster housing to identify and address potential disaster housing needs, proactively identify risks and potential housing gaps, and continue to develop disaster housing capabilities before and after disasters.
  - d. *Mass Care Task Force*: State, local, federal, and voluntary agencies identify and address mass care issues, including the ability to provide food, emergency first aid, clothing, and other essential life support.
  - e. *Debris Management Task Force*: Provides policies and guidance for the removal and disposition of debris caused by an emergency event or major disaster. Facilitates and coordinates the management of debris following a disaster to mitigate any potential threat to the health, safety, and welfare of the impacted citizens, expedite recovery efforts, and address any threat of significant damage to improved public or private property.
  - f. *Medical Task Force*: Provides planning and operational activities that enable mass medical care and surge operations within Alaska. The Task Force is comprised of volunteer, private, local, state, and federal entities which address catastrophic mass casualty and medical surge events.
3. *Federal Emergency Management Agency (FEMA)*: The primary purpose of FEMA is to coordinate the response to a disaster that has occurred in the United States and that overwhelms the resources of local and state authorities.

4. Emergency Support Functions (ESFs): Multiple federal agencies operating both inside and outside Alaska are organized into 15 ESFs through the NRF:
  - a. ESF #1           Transportation
  - b. ESF #2           Communications
  - c. ESF #3           Public Works and Engineering
  - d. ESF #4           Firefighting
  - e. ESF #5           Emergency Management
  - f. ESF #6           Mass Care, Emergency Assistance, Housing, and Human Services
  - g. ESF #7           Logistics Management and Resource Support
  - h. ESF #8           Public Health and Medical Services
  - i. ESF #9           Search and Rescue
  - j. ESF #10          Oil and Hazardous Materials Response
  - k. ESF #11          Agriculture and Natural Resources
  - l. ESF #12          Energy
  - m. ESF #13          Public Safety and Security
  - n. ESF #14          Long-Term Community Recovery
  - o. ESF #15          External Affairs

**B. Assignment of Responsibilities**

1. The Assignment of Responsibilities for agencies identified in the State EOP will be according to activated ESFs. Assignment may include any agencies listed in Functional Responsibilities of the Base Plan of the State EOP, Primary and Support Agencies by ESFs, Annexes, and Other Plan Elements.
2. Agencies and organizations with primary and/or support assignments are responsible for developing, maintaining, and implementing instructions, including standard operating procedures, checklists, and other supporting documents that detail performance of assigned tasks.

RESPONSIBILITY / TASK	ORGANIZATION
Activate the SEOC.	DMVA
Brief Governor and provide situational information to the Disaster Policy Cabinet.	DMVA
Provide staff and liaisons to SEOC, as warranted.	All State Depts./Agencies ▪ Federal Agencies with Alaska Offices ▪ AKVOAD
Activate MAC Group.	DMVA
Provide staff to activated State Catastrophic Task Forces.	DMVA ▪ All State Depts./Agencies
Determine appropriate actions to save lives and protect property.	SEOC
Prepare situation reports and Incident Action Plans.	SEOC





# State of Alaska Emergency Operations Plan

Coordinate disaster emergency operations.	SEOC
Receive and process requests for assistance.	SEOC
Coordinate use of resources.	SEOC ▪ DNR
Activate and deploy Interagency Incident Management Teams to support local jurisdictions, as needed.	SEOC ▪ DNR
Assist Governor in preparing declarations, administrative orders, proclamations, executive orders, and directives.	DMVA
RESPONSIBILITY / TASK	ORGANIZATION
Issue proclamations, executive orders, and directives to facilitate disaster emergency operations.	Governor
Request federal assistance.	DMVA
Deploy FEMA liaison to SEOC.	FEMA
Deploy IMAT to SEOC to initiate coordination with State.	FEMA
Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) establish Unified Coordination Group (UCG), initially located at SEOC.	STATE ▪ FEMA
Coordinate with the FCO and federal ESFs as described in the NRF.	SEOC
Identify and establish JFO.	DMVA ▪ FEMA
Establish all components of the UCG at the JFO.	UCG
Continue State Catastrophic Task Forces.	DMVA ▪ All State Depts./Agencies
Monitor and respond to additional concurrent incidents.	SEOC
Liaison with community leaders and special interest groups.	SEOC ▪ All State Depts./Agencies
Enact all available funding and technical assistance, programs, and statutory, regulatory, and licensing authorities to facilitate rapid response and recovery.	All State Depts./Agencies ▪ All Federal Agencies/Depts. ▪ All Other Entities
Coordinate and disseminate emergency public information.	SEOC ▪ All State Depts./Agencies
Provide or arrange escort service for media representatives and VIPs.	SEOC
Transition to a Joint Recovery Operation.	DMVA ▪ All State Depts./Agencies
Provide support as needed.	All State Depts./Agencies ▪ All Federal Agencies/Depts. ▪ All Other Entities

## V. DIRECTION AND CONTROL

A. DHS&EM will coordinate with the Federal Government for any additional assistance provided by the NRF:

- a. ESF #1      Transportation
- b. ESF #2      Communications
- c. ESF #3      Public Works and Engineering
- d. ESF #4      Firefighting



- e. ESF #5      Emergency Management
- f. ESF #6      Mass Care, Housing, and Human Services
- g. ESF #7      Resource Management
- h. ESF #8      Public Health and Medical Services
- i. ESF #9      Urban Search and Rescue
- j. ESF #10     Oil and Hazardous Materials Response
- k. ESF #11     Agriculture and Natural Resources
- l. ESF #12     Energy
- m. ESF #13     Public Safety and Security
- n. ESF #14     Long Term Community Recovery and Mitigation
- o. ESF #15     External Affairs

VI.      ADMINISTRATION AND LOGISTICS

- A. DHS&EM will enter into any agreements or understandings with local groups or organizations as needed for implementation of this plan.



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**ANNEX W: CYBER INCIDENTS (ESF #2, ESF #12, and ESF #13)**

**STATE COORDINATING AGENCY:** Department of Administration/Enterprise  
Technology Services

**SUPPORTING AGENCIES:** Department of Military and Veterans Affairs/State  
Emergency Operations Center  
Department of Public Safety/Alaska Information  
and Analysis Center  
Department of Law  
Affected Jurisdictions  
Other State Agencies as Required

**FEDERAL AGENCIES:** Department of Homeland Security  
US-Computer Emergency Readiness Team  
Multi-State Information Sharing & Analysis Center  
Department of Defense

**I. PURPOSE**

This Annex provides guidance to facilitate preparedness and coordinate response and short-term recovery activities by state, borough, local, tribal, and federal agencies from significant events affecting the confidentiality, integrity, or availability of information technologies, also known as cyber incidents.

**II. SITUATION AND ASSUMPTIONS****A. Situation**

1. Cyber security incidents are likely to affect multiple agencies simultaneously and could significantly impair or completely disable critical infrastructure.
2. Cyber security incidents that warrant state support may require the use of multiple Emergency Support Functions (ESFs) including, but not limited to, ESF #2, ESF #12 and ESF #13.
3. Disruptions in communication technologies will require the use of alternate communication methods. Depending on the scope of the incident, public information may be difficult to disseminate. Alternative means of communication will have to be employed between all jurisdictions and agencies.
4. FEMA's Region X All-Hazards Plan identifies Alaska as catastrophically vulnerable to a cyber attack.
5. This Annex will be activated by the Incident Commander in the SEOC when determined it is needed and after individual agency resources or third parties have identified and reported the incident to the proper authorities.



## B. Assumptions

1. It is the responsibility of each organization/agency to maintain, protect, and restore its own cyber infrastructure.
2. Preliminary incident detection and identification may indicate an insignificant event. A thorough investigation is more likely to reveal the full scope and impacts of the event.
3. An unreported or unidentified event will at some point require incident identification in addition to the response capability outlined in this Annex.
4. There could be little or no warning of a cyber incident or attack. In case of virus infiltration, the effects may not be felt for months or years after an initial attack. When evidence of an incident is discovered, that information may not be communicated to all agencies due to the sensitivity and/or proprietary nature of the information. Incidents occurring within the private sector may not even be openly communicated.
5. Once an event is recognized, situational awareness and coordination activities will be challenged by disruptions to network and communication systems.
6. A cyber security incident could affect critical infrastructure in the form of disruption of services, theft of funds, or theft of information. These effects could create public panic, loss of public trust, and inability to access goods and services.
7. Should a cyber security incident affect multiple agencies, response capabilities could become overwhelmed. Private sector resources and partners could be relied upon to assist in the response effort. Engaging with the private sector industry may be essential in the mitigation and recovery phases of cyber security incident response as they maintain contact and coordination with industry vendors skilled in response, mitigation, and recovery.

## III. CONCEPT OF OPERATIONS

Cyber incidents could significantly disrupt the functioning of government and business alike and produce cascading effects far beyond the targeted sector and physical location. Direct terrorist cyber-attacks, natural, and manmade technological hazards could produce catastrophic losses in terms of human casualties, property destruction, and economic effects, as well as profound damage to public morale and confidence.

Large-scale or high-impact cyber incidents may overwhelm government and private-sector resources. Rapid identification, information exchange, investigation, and coordinated response and remediation can reduce damage.

The state government plays a significant role in facilitating inter-governmental (federal, state, local and tribal) and, where appropriate, public-private coordination in response to cyber security incidents. State government responsibilities include:

1. Providing indications and warning of potential incidents and attacks.

2. Information-sharing both inside and outside the government as appropriate, including best practices, investigative information, coordination of incident response and incident mitigation.
3. Analyzing vulnerabilities, exploits, and attack methodologies.
4. Providing advisory and technical assistance.
5. Conducting investigations, forensic analysis, and prosecution.
6. Attributing the source of the attacks.
7. Leading state-level response and recovery efforts.

#### B. Response Actions

1. During an emergency requiring SEOC activation, the coordinating and supporting agencies listed in this Annex may assign personnel to the SEOC as appropriate and in accordance with the Incident Command System (ICS).
2. The Department of Administration - Enterprise Technology Services (DOA-ETS) is the agency responsible for implementation of this Annex and will coordinate efforts with the SEOC & private sector to include a Unified Command structure.
3. SEOC and DOA-ETS may assign lead coordinating responsibilities to the appropriate agencies based on the impacts of the cyber incident.
4. Incident risk rating levels, SEOC preparedness levels, and communication activity help shape response actions. See Table 1: State of Alaska Cyber Preparedness Levels for further guidance.

#### C. Cyber Incident Risk Rating Levels

1. Low (Level 1 of 5) – Normal activity. Typical attacks, probes, malware events against state resources, typically affecting single computers.
2. Guarded (Level 2 of 5) – Increased alertness. Credible warning of increased probes, scans, or reconnaissance activity. A critical vulnerability is being exploited but there has been no significant impact or reported exploits.
3. Elevated (Level 3 of 5) – Identified threat. Impact to sensitive resources, website compromise, malware, or other malicious events. An entity has confirmed a critical vulnerability is being exploited and there has been moderate impact to the confidentiality or integrity of sensitive information. Response capabilities have not yet been exceeded.
4. High (Level 4 of 5) – Full alert. Confirmed impact on multiple agency operations, poses a risk to confidential information, causes intermittent power outages and impacts core infrastructure. The event has not yet disabled critical resources, but has the potential to do so. Local response capabilities are no longer adequate or are in imminent danger of becoming overwhelmed.
5. Severe (Level 5 of 5) – Disaster declared. Confirmed impact on life/safety, electrical power grid, life support systems, continuity of operations, denial of service, or confirmed breach of confidential information.



Table 1: State of Alaska Cyber Preparedness Levels

Incident Risk Rating Level	Communication Activity	Level of Anticipated Response
Low (1)	SMS/Text/Email between coordinating and supporting agencies, state entity Information Security Officers, and the Alaska Partnership for Infrastructure Protection Cyber Coordination Group (APIP-CCG)	Routine operations, regular information sharing, exercise of processes and procedures, reporting, monitoring, training, and mitigation strategies continue without undue disruption or resource allocation.
Guarded (2)	SMS/Text/Email/HSIN Portal and automated phone notification between coordinating and supporting agencies, state entity Information Security Officers, and the APIP-CCG	Increase of information sharing for situational awareness and precautionary measures in order to develop a common operating picture. Responding entities are capable of managing incidents with an enhanced operational posture that is able to identify threats, vulnerabilities, and potential consequences.
Elevated (3)	SMS/Text/Email/HSIN Portal, Phone Call escalation between coordinating and supporting agencies, state entity Information Security Officers, APIP-CCG, and the Multi-State Information Sharing and Analysis Center (MS-ISAC)	Quick implementation of appropriate counter-measures to protect vulnerable critical systems is vital. Fusing situational awareness and common operating pictures by activating the SEOC and other non-federal response mechanisms.
High (4)	All communications coordinated via ETS Network Operations Center, State Security Office, and the SEOC.	A state disaster declaration request occurs. Key leadership throughout the state is engaged, the SEOC is activated, and other non-federal response mechanisms occur.
Severe (5)	All communications coordinated through the SEOC and Joint Operations Center, to include federal and private partners.	Response functions are overwhelmed and appropriate designation of authorities, declarations, and request for assistance to federal entities occurs. Exercise of mutual aid agreements and all emergency management response mechanisms are engaged.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

RESPONSIBILITY / TASK	ORGANIZATION
Coordinate and/or initiate alert and notification procedures.	DOA-ETS • DMVA
Coordinate state response to requests for assistance from state agencies up to a cyber incident risk rating of Elevated (3).	DOA-ETS
Coordinate and facilitate requests for assistance for cyber incident risk ratings High (4) or Severe (5).	DMVA
Maintain and facilitate situational awareness and a common operating picture.	DOA-ETS • DMVA • AKIAC
Ensure coordinated collection, analysis, storage, and dissemination of technical data and intelligence.	DOA-ETS • AKIAC
Provide identification and forensic analysis of significant cyber incidents.	DOA-ETS • DPS
Maintain communications and the flow of information with federal agencies, the Governor's Office, other state/local agencies, and the private sector regarding the status of prevention, detection, and response efforts.	DMVA • DOA-ETS • AKIAC
Provide technical liaison to the affected agency for all regulated materials until the incident is stabilized.	DOA-ETS
Activate and staff the SEOC as needed.	DMVA
Communicate and inform the public as coordinated through ESF#15, PIO Annex.	DMVA
Provide advisory assistance to state agencies.	AKIAC • DOA-ETS • LAW
Investigate and prosecute criminal activity related to cyber incidents.	DPS
Develop and maintain this Annex to the State EOP.	DMVA
Provide additional support as requested and coordinated by the Department of Administration and DHS&EM. The level of involvement will vary based on the scope of the disaster.	Other State Agencies

#### V. DIRECTION AND CONTROL

- A. DOA-ETS leads the State's cyber security efforts in accordance with Alaska Statute 44.21.
- B. Alaska Statute AS 26.23.040 *Division of Homeland Security and Emergency Management* states that the mission of the Division is to prepare and maintain the State EOP, determine requirements for necessities in the event of a disaster, and pre-position supplies, materials, and equipment. DHS&EM is the focal point for coordinating the State's effort to mitigate, prepare for, respond to, and recover from all natural disasters and terrorist events.





- C. When cyber incident response operations extend beyond a normal day, each liaison officer and the IC shall designate his/her replacement and brief that individual prior to departing the SEOC or Incident Command Post.
- D. DHS&EM will coordinate with the Federal Government for assistance provided by the NRF ESF #2, ESF #12, and ESF #13.

## **VI. ADMINISTRATION AND LOGISTICS**

For cyber response operations, additional local resources may be available. Local governments may provide resources, including manpower and communications equipment to augment state capabilities.



## LEVELS OF PREPAREDNESS

Multiple state and federal systems identify potential levels of risk or activation for different sectors: emergency management, cyber security, maritime security, infectious outbreaks, and force protection conditions.

### State Emergency Operations Center (SEOC)

#### General

Criteria for establishing SEOC preparedness levels may include:

- Actual or forecasted weather events with significant potential impacts to people and their property;
- Occurring or forecasted geologic events with potential impacts to people, property, and transportation, including volcanic eruptions or increases in seismic activity that are precursors to volcanic eruptions;
- Wildland fire activity that impacts DHS&EM response capabilities. However, Alaska Interagency Coordination Center (AICC) advanced preparedness levels normally do not directly impact the DHS&EM levels;
- Availability of emergency response and recovery resources statewide; and
- Significant events in communities that affect their response capabilities, including power system failures, water and sewer system problems, large fires, and other incidents.

The SEOC Manager monitors the statewide situation and recommends appropriate preparedness level daily. The decision to go to Level 3 or above normally requires consultation with the DHS&EM Management Team or Director.

The current SEOC preparedness level is identified in DHS&EM Daily Situation Reports and on the DHS&EM website, [ready.alaska.gov](http://ready.alaska.gov).

#### Preparedness Level Descriptions

*The parameters identified in each level are to be used as general guidance.*

**Level 1** indicates routine operations. Occurring and forecasted events present little, if any, threat. DHS&EM, SEOC, and Operations staff conduct normal activities. Events are being managed successfully by appropriate entities with no requirement for additional support.

**Level 2** indicates a heightened sense of awareness. Occurring or forecasted events include a potential or present threat, such as weather or river watch/warning, volcano status changes, multiple wildland fire ignitions, extended search and rescue, or a law enforcement action. Events exceed the routine, but responsible offices are able to manage with additional support from commonly used sources. DHS&EM may field reconnaissance teams and the SEOC may mobilize additional staff. The SEOC continues to evaluate the situation and publish Daily



Situation Reports. Unless activated to fill an SEOC position, DHS&EM staff continues to fulfill routine duties.

**Level 3** indicates an actual event has occurred or may be imminent, such as river flooding that disrupts public transportation, extended search and rescue requiring interagency support, or a wildland fire requiring evacuation and shelter planning. Local EOCs may be activated; a local disaster may be declared; or DHS&EM may send out an IMT. Any situation clearly beyond a local community's response capability will prompt elevation of SEOC operations to this level. The SEOC is staffed and open with extended hours to satisfy event requirements. DHS&EM may require augmentation from other agencies, both for field teams and in the SEOC. DHS&EM may deploy Preliminary Damage Assessment (PDA) teams to the incident. Daily Situation Reporting requirements continue and additional information reporting requirements may be necessary to keep government(s) apprised of situation(s). The Disaster Policy Cabinet and an all-hazard Multi-Agency Coordination (MAC) Group may be activated. FEMA Region X is notified.

**Level 4** operations occur in response to a major life threatening and/or property damaging event, such as a river flood, sea storm surge or tsunami displacing residents and damaging structures, a woodland fire requiring evacuation and sheltering of residents, or an earthquake resulting in significant damage or injury. Event exceeds agency or local emergency management capability and requires significant mobilization of statewide emergency resources from agencies in multiple levels of government. Disaster Policy Cabinet (DPC) is activated. A MAC Group is typically formed to ensure interagency cooperation and coordination. A state disaster declaration is in effect or has been recommended to the Governor. DHS&EM is fully involved in support and coordination of event(s). The SEOC operates 12 to 24 hours daily with augmentation from state agencies and other assisting entities. DHS&EM may require substantial augmentation from other agencies, both for field teams and in the SEOC. DHS&EM staffing is adjusted by recall of personnel on routine annual leave and travel status. IMTs are likely mobilized and deployed. Information reporting is increased to keep Governor's Office and DPC fully apprised of situation status. FEMA Region X is notified and may provide a liaison in the SEOC. If the event exceeds state capability and requires mobilization of federal resources, a request for a Presidential Disaster Declaration is submitted to FEMA Region X.

## **Maritime Security Levels (MARSEC)**

The U.S. Coast Guard has a three-tiered system of Maritime Security (MARSEC) levels consistent with the Department of Homeland Security's Homeland Security Advisory System (HSAS). MARSEC levels are designed to provide a means to easily communicate pre-planned scalable responses to increased threat levels. The Commandant of the U.S. Coast Guard sets MARSEC levels commensurate with the HSAS. Because of the unique nature of the maritime industry, the HSAS threat conditions and MARSEC levels will align closely, though they will not directly correlate.

MARSEC levels are set to reflect the prevailing threat environment to the marine elements of the national transportation system, including ports, vessels, facilities, and critical assets and infrastructure located on or adjacent to waters subject to the jurisdiction of the U.S.

**MARSEC Level 1** means the level for which minimum appropriate security measures shall be maintained at all times. MARSEC 1 generally applies when HSAS Threat Condition Green, Blue, or Yellow are set.



**MARSEC Level 2** means the level for which appropriate additional protective security measures shall be maintained for a period of time as a result of heightened risk of a transportation security incident. MARSEC 2 generally corresponds to HSAS Threat Condition Orange.

**MARSEC Level 3** means the level for which further specific protective security measures shall be maintained for a limited period of time when a transportation security incident is probable, imminent, or has occurred, although it may not be possible to identify the specific target. MARSEC 3 generally corresponds to HSAS Threat Condition Red.

### World Health Organization (WHO) Phases

In nature, influenza viruses circulate continuously among animals, especially birds. Even though such viruses might theoretically develop into pandemic viruses, in **Phase 1** no viruses circulating among animals have been reported to cause infections in humans.

In **Phase 2** an animal influenza virus circulating among domesticated or wild animals is known to have caused infection in humans, and is therefore considered a potential pandemic threat.

In **Phase 3**, an animal or human-animal influenza reassortant virus has caused sporadic cases or small clusters of disease in people, but has not resulted in human-to-human transmission sufficient to sustain community-level outbreaks. Limited human-to-human transmission may occur under some circumstances, for example, when there is close contact between an infected person and an unprotected caregiver. However, limited transmission under such restricted circumstances does not indicate the virus has gained the level of transmissibility among humans necessary to cause a pandemic.

**Phase 4** is characterized by verified human-to-human transmission of an animal or human-animal influenza reassortant virus able to cause “community-level outbreaks.” The ability to cause sustained disease outbreaks in a community marks a significant upward shift in the risk for a pandemic. Any country that suspects or has verified such an event should urgently consult with WHO so the situation can be assessed jointly and a decision made by the affected country if implementation of a rapid pandemic containment operation is warranted. Phase 4 indicates a significant increase in risk of a pandemic but does not necessarily mean a pandemic is a foregone conclusion.

**Phase 5** is characterized by human-to-human spread of the virus into at least two countries in one WHO region. While most countries will not be affected at this stage, the declaration of Phase 5 is a strong signal a pandemic is imminent and the time to finalize the organization, communication and implementation of the planned mitigation measures is short.

**Phase 6**, the pandemic phase, is characterized by community level outbreaks in at least one other country in a different WHO region in addition to the criteria defined in Phase 5. Designation of this phase will indicate a global pandemic is underway.

During the **post-peak period**, pandemic disease levels in most countries with adequate surveillance will have dropped below peak observed levels. The post-peak period signifies that

WHO Phases		Federal Government Response Stages	
INTER-PANDEMIC PERIOD			
1	No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human disease is considered to be low.	0	New domestic animal outbreak in at-risk country
2	No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.		
PANDEMIC ALERT PERIOD			
3	Human infection(s) with a new subtype, but no human-to-human spread, or at most rare instances of spread to a close contact.	0	New domestic animal outbreak in at-risk country
		1	Suspected human outbreak overseas
4	Small cluster(s) with limited human-to-human transmission but spread is highly localized, suggesting that the virus is not well adapted to humans.	2	Confirmed human outbreak overseas
5	Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk).		
PANDEMIC PERIOD			
6	Pandemic phase: increased and sustained transmission in general population.	3	Widespread human outbreaks in multiple locations overseas
		4	First human case in North America
		5	Spread throughout United States
		6	Recovery and preparation for subsequent waves

pandemic activity appears to be decreasing. However, it is uncertain if additional waves will occur and countries will need to be prepared for a second wave.

Previous pandemics have been characterized by waves of activity spread over months. Once the level of disease activity drops, a critical communications task will be to balance this information with the possibility of another wave. Pandemic waves can be separated by months and an immediate “at-ease” signal may be premature.

In the **post-pandemic period**, influenza disease activity will have returned to levels normally seen for seasonal influenza. It is expected the pandemic virus will behave as a seasonal influenza A virus. At this stage, it is important to maintain surveillance and update pandemic preparedness and response plans accordingly. An intensive phase of recovery and evaluation may be required.

### DoD Force Protection

The Force Protection Conditions (FPCON):

- **FPCON NORMAL** describes a situation of no current terrorist activity. The only security forces needed are enough to stop the everyday criminal, most likely civilian police forces.
- **FPCON ALPHA** describes a situation where there is a small and general terrorist activity that is not predictable. However, agencies will inform personnel there is a possible threat and standard security procedure review is conducted.
- **FPCON BRAVO** describes a situation with somewhat predictable terrorist threat. Security measures taken by agency personnel may affect the activities of local law enforcement and the general public.
- **FPCON CHARLIE** describes a situation when an instance occurs or when intelligence reports there is terrorist activity imminent.
- **FPCON DELTA** describes a situation when a terrorist attack has occurred or when intelligence has been received that terrorist action against a specific location or person is imminent. FPCON DELTA is usually declared as a localized condition.

The key significant differences between FPCON Charlie and FPCON Delta is FPCON Delta references a specific, known threat, whereas FPCON Charlie is used to prepare for imminent threats of a general, non-targeted nature. FPCON Charlie can also be maintained for a significant length of time, several weeks, while FPCON Delta is generally only maintainable for several days.



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## PLANNING PROCESS AND METHODOLOGY

### Plan Development

#### Location

The Department of Military and Veteran Affairs, Division of Homeland Security & Emergency Management (DHS&EM) is located on Joint Base Elmendorf Richardson (JBER), 10 miles north of Anchorage, Alaska. The area encompasses 62,000 acres of land. It lies at approximately 61.2725° north latitude and -149.6388° west longitude.



#### Project Staff

DHS&EM was the lead organization on this project with the assistance of various state and federal agencies.

#### Plan Research

The plan was developed using existing plans and studies, as well as extensive additional research. Information from the following plans, studies and websites contributed significantly to this document. Additional sources are listed in the bibliography.

- Comprehensive Preparedness Guide 101: A Guide for All-Hazards Emergency Operations Planning: <http://www.fema.gov/about/divisions/cpg.shtm>
- Alaska All-Hazard Risk Mitigation Plan, prepared by and for DHS&EM, October 2013: <http://ready.alaska.gov/plans/mitigation>
- FEMA Region X All-Hazards Plan: Alaska Response Annex
- Department of Commerce, Community and Economic Development (DCCED) Community Information: <http://commerce.state.ak.us/dnn/dcra/Home.aspx>
- University of Alaska, Fairbanks and Alaska Earthquake Information Center website at: <http://www.aEIC.alaska.edu/>
- USGS Earthquake Probability Mapping: <http://eqint.cr.usgs.gov/eqprob/2002/index.php>
- National Tsunami Warning Center, (NOAA): <http://wcatwc.arh.noaa.gov/Tsunami>





## Plan Implementation

The State EOP and all future updates or changes will be adopted by the Governor. The State EOP will be assimilated into other State plans and documents according to each plan's review schedule.

## Plan Review Cycle

Document	Completed	Next Review
State of Alaska DHS&EM COOP	2014	2016
State of Alaska Multi-Agency Coordinating Operations Handbook	2013	2015
State of Alaska All-Hazards Mitigation Plan	2013	2018
State of Alaska 2016 Emergency Operations Plan	2016	Annual / 2018 update

## Alaska Emergency Plans Matrix

Incident/Event	Federal Plan	State Plan	Regional Plan	Local Plan
Oil and Hazardous Substance Discharges/Release	National Contingency Plan and the Alaska Unified Plan	Alaska Unified Plan	Alaska Sub-area Contingency Plan	Community Emergency Operations Plan (EOP)
General All Hazards Incident	National Response Framework/FEMA Region X CON Plan	State EOP	Borough EOP (if applicable)	Community EOP
Wildland Fire	AK Interagency Fire Management Plan	AK Interagency Fire Management Plan	AK Interagency Fire Management Plan	Community EOP
Search and Rescue	National Search and Rescue Plan	State EOP and Alaska State Statute 18.60.120	Borough EOP (if applicable)	Community EOP
Pan Flu Plan	HHS Pandemic Influenza Implementation Plan	Alaska Statewide Pandemic Influenza Plan	Borough EOP (if applicable)	Community EOP
Public Works	Alaska WARN Operations Plan	Alaska WARN Operations Plan	Alaska WARN Operations Plan	Community EOP
Air Space Coordination	Alaska Airspace Coordination Plan	Alaska Airspace Coordination Plan	Alaska Airspace Coordination Plan	Not Applicable
Critical Information/Key Resources Protection	National Infrastructure Protection Plan	National Infrastructure Protection Plan/Alaska Homeland Security Strategy	National Infrastructure Protection Plan/Alaska Homeland Security Strategy	Community EOP
Institutional Continuity of Operations	Federal Continuity Directive 1 & 2	Federal Continuity Directive 1 & 2 and State of Alaska Homeland Security Strategy	Federal Continuity Directive 1 & 2 and State of Alaska Homeland Security Strategy	Community Continuity of Operations Plan



## Monitoring, Evaluating, and Updating the Plan

### Monitoring the Plan

DHS&EM staff is responsible for monitoring the plan. On an annual basis the Division will seek guidance from state and federal agencies responsible for implementing the functional Annexes within the State EOP.

### Plan Review, Maintenance, Updates, and Distribution

The State EOP will be the guiding document used to achieve unity of purpose throughout the state and coordination of emergency response among all levels and sectors. It supports the principle that all emergency response starts at the local level, with additional support from the State and Federal Governments as needed. Planning at the local level for resource management should be nested into the State EOP. Review, maintenance, and updates ensure the State EOP is comprehensive, accurate, and actively used.

#### *Annual Review*

DHS&EM staff, led by the Plans Program Manager, will review the current State EOP annually to ensure:

- Goals and objectives address current and expected conditions;
- Whether the nature, magnitude, and/or types of risks have changed;
- Implementation problems, such as technical, political, legal, or coordination issues with other agencies are addressed;
- Outcomes have occurred as expected; and
- Designated agencies and other partners participated as outlined.

External entities will have the opportunity to participate in an annual external review. The State Emergency Response Commission (SERC) All Hazards Plan Review Committee will review all proposed changes to the State EOP.

#### *Quadrennial Review*

The State EOP will be updated a minimum of every two years and revised every four years. Plan updates will reflect operational and other changes through comprehensive monitoring, review, evaluation, and any subsequent required updates of each plan section. Updates may validate the information in the current approved plan or involve a major plan rewrite. The quadrennial plan update may not be an Annex to the approved State EOP; it must stand on its own as a complete and current plan.

Each coordinating, primary, and supporting agency identified in the State EOP will be responsible to review and submit significant changes in agency responsibility, authority, and/or capabilities to its respective portions of the plan.

DHS&EM will coordinate and document the change process to the State EOP. DHS&EM will distribute the plan to coordinating, primary, and supporting agencies identified in the State EOP. The current approved State EOP is available at DHS&EM website, [ready.alaska.gov](http://ready.alaska.gov).



## AUTHORITIES & REFERENCES

### Federal

*U.S. Code:*

#### **Title 16, Conservation**

Chapter 3, Forests; Forest Service; Reforestation; Management

#### **Title 33, Navigation and Navigable Waters**

Chapter 40, Oil Pollution

#### **Title 40, Parts 9 and 300**

National Oil and Hazardous Substances Pollution Contingency Plan

#### **Title 42, Public Health and Welfare**

Chapter 68, Disaster Relief

Chapter 86, Earthquake Hazards Reduction

Chapter 103, Comprehensive Environmental Response, Compensation and Liability

Chapter 116, Emergency Planning and Community Right-to-Know

#### **Title 50, War and National Defense**

Chapter 40, Defense Against Weapons of Mass Destruction

Department of Defense Directive 3025.1, Military Support to Civil Authorities (MSCA)

Homeland Security Presidential Directive 5 dated February 28, 2003

Maritime Transportation Security Act of 2002

Presidential Security Directive 3 Homeland Security Advisory System, effective July 25, 2002.

Homeland Security Presidential Directive 5 Management of Domestic Incidents, effective February 28, 2003.

Homeland Security Presidential Directive 8 National Preparedness, effective December 17, 2003.

Homeland Security Presidential Directive 20 National Continuity Policy, effective May 9, 2007.

Presidential Decision Directive 63, "Critical Infrastructure Protection," dated May 22, 1998



National Security Presidential Directive 51 dated May 9, 2007.

The Enhancement of Non-Federal Cyber Security, The Homeland Security Act (Section 223 of Public Law [P.L.] 107-276)

Federal Information Security Management Act (FISMA)

Section 706, Communications Act of 1934, as amended (47 U.S.C. 606)

The Defense Production Act of 1950, as amended

National Security Act of 1947, as amended

Homeland Security Presidential Directive-5 (HSPD-5) - Management of Domestic Incidents

Presidential Policy Directive 21 (PPD-21) - Critical Infrastructure Security and Resilience

Executive Order 12472: The Assignment of National Security Emergency Preparedness Responsibilities for Telecommunications

National Security Directive 42: National Policy for the Security of National Security Telecommunications and Information Systems

Executive Order 12184: Federal Emergency Management

Executive Order 12333: United States Intelligence Activities, as amended

Executive Order 13010: Critical Infrastructure Protection

Executive Order 13636: Improving Critical Infrastructure Cyber security – Cyber security Framework <http://www.nist.gov/cyberframework/index.cfm>

## **State**

*Alaska Statutes:*

### **Title 18, Health, Safety and Housing**

Chapter 18.08, Emergency Medical Services

Chapter 18.65, Police Protection

Chapter 18.70, Fire Protection

Chapter 18.76, Alaska Avalanche Warning System

### **Title 26, Military and Veterans Affairs**

Chapter 26.20, Civil Defense



Chapter 26.23, Disasters

## **Title 41, Public Resources**

Chapter 41.15, Forests

## **Title 46, Water, Air and Environmental Conservation**

Chapter 46.03, Environmental Conservation

Chapter 46.08, Oil and Hazardous Substance Releases

Chapter 46.09, Hazardous Substance Release Control

**AS 26.23.020.(g)** In addition to any other powers conferred upon the governor by law, the governor may, under **AS 26.23.010 - 26.23.220**, (5) 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 other disaster mitigation purpose; (7) control ingress to and egress from a disaster area, the movement of persons within the area, and the occupancy of premises in it.

**AS 26.23.050.(a)** It is the intent of the legislature, and declared to be a policy of the State, that funds to meet disaster emergencies will always be available.

**AS 18.70.075.(a)** A fire officer of a municipal fire department or a fire department registered under **AS 29.60.130**, while providing protection or other emergency services, has the authority to (1) control and direct activities at the scene of a fire or emergency; (2) 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.

### **Alaska Administrative Orders (AO):**

**AO #170**, dated January 17, 1997, directed adoption of the National Interagency Incident Management System Incident Command System (NIIMS/ICS) as the state command and control system for emergency response and recovery operations, and NIIMS/ICS be incorporated in all state agency emergency plans.

**AO #203**, dated January 13, 2003, created the Division of Homeland Security & Emergency Services within the Department of Military and Veterans Affairs.

**AO #228**, dated January 9, 2006, created the Pandemic Influenza Preparedness and Planning activities for the State of Alaska.

### **Memoranda of Agreement/Memoranda of Understanding**

Emergency Management Assistance Compact, 1996.

Pacific Northwest Emergency Management Arrangement, 1996.



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## PLANS AND SUPPORTING DOCUMENTS

### Plans

#### State

- State of Alaska Administration Plan for State Disaster Public Assistance 2014
- State of Alaska Individual Assistance (IA) Disaster Grant Program Administrative Plan 2014
- The Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges/Releases (“Unified Plan”), with Change 3, January 2010:  
<http://www.dec.state.ak.us/spar/perp/plan.htm>
- Alaska Department of Environmental Conservation Disaster Response Plan of 2006:  
<http://www.dec.state.ak.us/spar/perp/plan.htm>
- Alaska Interagency Fire Management Plan of 1998:  
<http://www.google.com/search?hl=en&q=state+of+ak+interagency+fire+management+plan>
- Alaska Mass Casualty Plan 2015 Department of Health and Social Services:  
<http://www.google.com/search?hl=en&q=state+of+ak+mass+casualty+plan&aq=f&oq=>
- State of Alaska Hazard Mitigation Plan of October 2013:  
<http://www.ready.alaska.gov/plans/mitigation>
- State of Alaska Behavioral Health Emergency Response Plan, March 2005:  
[http://dhss.alaska.gov/dbh/Documents/Resources/initiatives/dp/emergency\\_response\\_plan.pdf](http://dhss.alaska.gov/dbh/Documents/Resources/initiatives/dp/emergency_response_plan.pdf)
- The Joint Alaska Federal/State Sub-area Contingency Plans for Response to Oil and Hazardous Substance Discharges/Releases (“Sub-area Plans”) (There are 10 of these plans in the State of Alaska): <http://www.dec.state.ak.us/spar/perp/plan.htm>

#### Federal

- National Response Framework, July 2014: <http://www.fema.gov/emergency/nrf/>
- FEMA Region X Supplement to the National Response Framework (Appendix to TABAK), State of Alaska, February 8, 2002
- Federal Radiological Emergency Response Plan, dated May 1, 1996, establishes an organized and integrated capability for timely, coordinated response by Federal agencies to peace time radiological emergencies: <http://www.fas.org/nuke/guide/usa/doctrine/national/frerp.htm>
- Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological Terrorism, Department of Health and Human Services:  
[http://bioterrorism.slu.edu/bt/key\\_ref/FEMA/C-BHMPlan.pdf](http://bioterrorism.slu.edu/bt/key_ref/FEMA/C-BHMPlan.pdf)
- National Contingency Plan: <http://www.epa.gov/OEM/content/lawsregs/ncpover.htm>





- National Incident Management System (NIMS), December 2008:  
<http://www.fema.gov/emergency/nims/>
- National Preparedness System: <https://www.fema.gov/national-preparedness-system>
- National Preparedness Goal: <https://www.fema.gov/national-preparedness-goal>
- National Cyber Incident Response Plan:  
[http://www.federalnewsradio.com/pdfs/NCIRP\\_Interim\\_Version\\_September\\_2010.pdf](http://www.federalnewsradio.com/pdfs/NCIRP_Interim_Version_September_2010.pdf)

## Supporting Documents

- Florida Mass Fatality Plan 2009
- Florida Emergency Comprehensive Plan
- Florida Recovery Plan
- California Catastrophic Plan
- California Emergency Comprehensive Plan
- Utah Emergency Operations Plan
- State of Washington Emergency Operations Plan
- Idaho Emergency Operations Plan
- Oklahoma Emergency Operations Plan
- Wisconsin Emergency Operations Plan
- State of Alaska All Hazards Mitigation Plan
- State of Alaska Air Coordination Plan
- State of Alaska DHS&EM Continuity of Operations Plan
- State of Alaska Multi-Agency Coordinating Group Manual
- State of Alaska Debris Management Plan
- State of Alaska Department of Environmental Conservation Disaster Response Plan
- State of Alaska Department of Health and Social Services Pandemic Response Plan
- State of Alaska Emergency Response Guide for Small Communities

- Alaska Volcano Observatory Volcanic Ash Operations Plan
- Western Alaska Maritime Security Plan



## ACRONYMS

**AEA:** Alaska Energy Authority

**AEIC:** Alaska Earthquake Information Center

**AICC:** Alaska Interagency Coordination Center

**AG:** Attorney General

**AKIAC:** Alaska Information and Analysis Center

**AKNG:** Alaska National Guard

**AKRCC:** Alaska Air Force Rescue Coordination Center

**AKVOAD:** Alaska Voluntary Organizations Active in Disaster

**AKWAS:** Alaska Warning System

**ALCOM:** Alaskan Command

**ALMR:** Alaska Land Mobile Radio

**AO:** Administrative Order

**ARC:** American Red Cross

**ARES:** Amateur Radio Emergency Service

**ARRC:** Alaska Railroad Corporation

**AS:** Alaska Statute

**ASHNHA:** Alaska State Hospital and Nursing Home Association

**AST:** Alaska State Troopers

**AVO:** Alaska Volcano Observatory

**CAP:** Civil Air Patrol

**CBRNE:** Chemical, Biological, Radiological, Nuclear and Explosive

**CDC:** US Centers for Disease Control

**CERT:** Community Emergency Response Teams

**COG:** Continuity of Government

**CONOP:** Concept of Operations

**COOP:** Continuity of Operations Planning

**DAC:** Disaster Assistance Center

**DCCED:** Alaska Department of Commerce, Community and Economic Development

**DCO:** Defense Coordinating Officer

**DEC:** Alaska Department of Environmental Conservation



**DEED:** Alaska Department of Education and Early Development

**DF&G:** Alaska Department of Fish and Game

**DHS:** US Department of Homeland Security

**DHSS:** Alaska Department of Health and Social Services

**DLAW:** Alaska Department of Law

**DOL&WD:** Department of Labor and Workplace Development

**DMS:** Debris Management Site

**DMAT:** Disaster Medical Assistance Team

**DMVA:** Alaska Department of Military and Veterans Affairs

**DMVA/AKNG:** Alaska National Guard

**DMVA/DHS&EM:** Alaska Division of Homeland Security & Emergency Management

**DNR:** Alaska Department of Natural Resources

**DOA:** Alaska Department of Administration

**DOC:** Alaska Department of Corrections

**DOI:** US Department of the Interior

**DOJ:** Department of Justice

**DOL:** Alaska Department of Labor

**DOR:** Alaska Department of Revenue

**DOT&PF:** Alaska Department of Transportation and Public Facilities

**DPC:** Disaster Policy Cabinet

**DPS:** Alaska Department of Public Safety

**DPS/AST:** Alaska State Troopers

**DSCA:** Defense Support of Civil Authorities

**EAS:** Emergency Alert System

**ELT:** Emergency Locating Transmitter

**EMAC:** Emergency Management Assistance Compact

**EOC:** Emergency Operations Center

**EOD:** Explosive Ordinance Disposal

**EOP:** Emergency Operations Plan

**EPA:** Environmental Protection Agency

**ERP:** Emergency Response Plan



**ESF:** Emergency Support Function  
**FAA:** Federal Aviation Administration  
**FBI:** Federal Bureau of Investigation  
**FCO:** Federal Coordinating Officer  
**FEMA:** Federal Emergency Management Agency  
**FLO:** Federal Liaison Officer  
**FPCON:** Force Protection Conditions  
**FREPP:** Federal Radiological Emergency Response Plan  
**GACC:** Geographic Area Coordination Center  
**GAR:** Governor's Authorized Representative  
**HAN:** Health Alert Network  
**HSAS:** Homeland Security Advisory System  
**HSPD:** Homeland Security Presidential Directive  
**IAP:** Incident Action Plan  
**IC:** Incident Commander  
**ICE:** Immigration and Customs Enforcement  
**ICS:** Incident Command System  
**IHP:** Individuals and Households Program  
**IMAT:** Incident Management Assistance Team  
**IMT:** Incident Management Team  
**IOF:** Interim Operating Facility  
**ISAC:** Information Sharing and Analysis Center  
**ISO:** Information Security Officer  
**JFO:** Joint Field Office  
**JIC:** Joint Information Center  
**JOC:** Joint Operations Center  
**JTTF:** Joint Terrorism Task Force  
**LEPC:** Local Emergency Planning Committee  
**LFA:** Lead Federal Agency  
**LHMP:** Local Hazard Mitigation Plan  
**MAC:** Multi-Agency Coordination  
**MARSEC:** Maritime Security



**MOB:** Medical Operations Branch

**MOU/MOA:** Memorandum of Understanding/Memorandum of Agreement

**NAWAS:** National Warning System

**NHPA:** National Historic Preservation Act

**NIMS:** National Incident Management System

**NPD:** National Presidential Directive

**NRCS:** National Resource Conservation Service

**NRF:** National Response Framework

**NWC:** National Warning Center

**NWS:** National Weather Service

**OMB:** Alaska Office of Management and Budget

**OSC:** On-Scene Coordinator

**PA:** Public Assistance

**PDA:** Preliminary Damage Assessment

**PDD:** Presidential Decision Directive

**PDDA:** Post Disaster Damage Assessment

**PFO:** Principal Federal Official

**PIO:** Public Information Officer

**PIO/JIC:** Public Information Officer/Joint Information Center

**PNEMA:** Pacific Northwest Emergency Management Arrangement

**RACES:** Radio Amateur Civil Emergency Services

**RRCC:** Regional Response Coordination Center

**SAC:** Special Agent in Charge (FBI)

**SAR:** Search and Rescue

**SCADA:** Supervisory Control and Data Acquisition

**SCO:** State Coordinating Officer

**SDC:** State Donation Coordinator

**SECURE:** State Emergency Communications Using Radio Effectively

**SEOC:** State Emergency Operations Center

**SERC:** State Emergency Response Commission

**SFO:** Senior Federal Official



**SHMP:** State Hazard Mitigation Plan  
**SHPO:** State Historic Preservation Officer  
**SMEO:** State Medical Examiner's Office  
**SNS:** Strategic National Stockpile  
**SOA:** State of Alaska  
**SOP:** Standard Operating Procedure  
**SVDC:** State Volunteer Donation Coordinator  
**SVDCT:** State Volunteer Donation Coordination Team  
**TC:** Task Coordinator  
**TSA:** Transportation Security Administration  
**USACE:** US Army Corps of Engineers  
**USAR:** Urban Search and Rescue  
**USCG:** US Coast Guard  
**USDA:** US Department of Agriculture  
**USDA/USFS:** US Forest Service  
**USDHS:** US Department of Homeland Security  
**USDOJ:** US Department of the Interior  
**USPHS:** US Public Health Service  
**USPS:** US Postal Service  
**VAL:** Voluntary Agency Liaison  
**VDC:** Volunteer Donations Coordinator  
**VDCT:** Volunteer Donations Coordination Team  
**VMAT:** Veterinary Medical Assistance Team  
**VOAD:** Voluntary Organizations Active in Disasters  
**NTWC:** National Tsunami Warning Center  
**WHO:** World Health Organization  
**WMD:** Weapons of Mass Destruction



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## GLOSSARY

**Agro Terrorism:** The use of biological (to include toxins), chemical, or radiological agents against some component of agriculture in such a way as to adversely impact the agriculture industry or any segment thereof, the economy, or the consuming public.

**Alaska Information and Analysis Center:** The agency which has overall responsibility for gathering and disseminating antiterrorism information to appropriate agencies and communities in Alaska.

**All-Hazards:** Describing an incident, natural or manmade, that warrants action to protect life, property, environment and public health or safety, and to minimize disruptions of government, social, or economic activities.

**Applicant Briefing:** See Public Officials' Briefing.

**Assassination:** A murder by sudden or secret attack, usually for impersonal reasons.

**Attack:** Any action or series of actions by an enemy of the U.S. causing or which may cause substantial damage or injury to civilian property or persons in the U.S. in any manner by sabotage or the use of bombs, shell fire, atomic, radiological, chemical, or biological means, or other weapons processes.

**Biological Agents:** Micro-organisms or toxins from living organisms that have infectious or non-infectious properties that provide lethal or serious effects in plants and animals.

**Bioterrorism:** The use of biological agents to promote or spread fear or intimidation upon an individual, a specific group, or the population as a whole for religious, political, ideological, financial, or personal purposes.

**Community Emergency Response Team (CERT):** A program which educates people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

**Chemical Agents:** Solids, liquids, or gases that have chemical properties producing lethal or serious effects in plants and animals.

**Cognizant Federal Agency:** The federal agency that owns, authorizes, regulates, or is otherwise deemed responsible for the radiological activity causing the emergency and that has the authority to take action on site.

**Consequence Management:** Measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism.

**Counter Terrorism:** The prevention and interdiction of terrorist activity.

**Crisis Management:** Measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.

**Critical Infrastructure:** Infrastructures so vital their incapacity or destruction would have a debilitating impact on national security or the national economic security of the United States, or would threaten public health or safety. The infrastructures include information and communications, electrical power systems, gas and oil storage and transportation, banking and finance, transportation, water supply systems, emergency services, and continuity of government.

**Cyber Terrorism:** The use of computers and other electronic devices to shut down, degrade, or deny critical national infrastructures, such as energy, transportation, communications, government services, or financial services for the purpose of coercing or intimidating a government or civilian population.

**Disaster:** The occurrence of widespread or severe damage, injury, or loss of life or property resulting from any natural or man-made cause determined by the Governor to require state and/or federal assistance or actions to supplement the recovery efforts of local governments in alleviating damage, loss, hardship, economic impact, or suffering.

**Disaster Assistance Center:** A facility established by the State or Federal Coordinating Officer in or adjacent to a disaster impacted area to help disaster victims meet their emergency or rehabilitation needs.

**Disaster Emergency:** The condition declared by proclamation of the Governor or declared by the principal executive officer of a political subdivision to designate the imminence or occurrence of a disaster.

**Disaster Policy Cabinet:** An executive level group with representatives from selected state departments, which operates at a policy level to develop recommendations to the Governor regarding State and Federal Disaster Declarations.

**Disaster Relief Fund:** A fund established by state law that may be expended upon the Governor's approval for disaster relief, prevention, or mitigation according to AS.26.23.300.

**Domestic Terrorism:** The unlawful use, or threatened use, of force or violence by an individual based and operating entirely within the United States or its territories without foreign direction committed against persons or property to intimidate or coerce a government, the civilian population, or social objectives.

**Emergency:** Any situation determined by the Governor to require state and/or federal response or mitigation actions to immediately supplement local governments to protect lives and property and the environment, to provide for public health and safety, or to avert or lessen the threat of disaster.



**Emergency Alert System:** The Emergency Alert System (EAS) permits federal, state, tribal and local governments to communicate emergency instructions and essential information to the public during emergencies through commercial and public radio and television broadcast systems. The EAS provides an organized means for public officials to rapidly disseminate emergency information intended to reduce loss of life and property, and to promote rapid recovery in the event of a natural disaster, a manmade disaster, or an attack on the nation.

**Emergency Management Assistance Compact:** A formalized agreement among many states, including Alaska, to provide mutual assistance to participating states during emergencies or disasters. The agreement sets forth the parameters for requesting assistance from other states and ensures prompt, full, and effective utilization of states' resources. Through EMAC, participating states agree to provide mutual cooperation in emergency-related exercises, testing, and other training activities.

**Emergency Operations Center:** A vital facility from which representatives of government and the private sector come together to coordinate and control an effective response to disaster emergencies.

**Emergency Operations Plan:** Document which describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies personnel, equipment, facilities, supplies, and other resources available for use in a disaster; and outlines how all actions will be coordinated.

**Emergency Support Function:** A functional area of response activity established to deliver required federal assistance during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety.

**Federal Coordinating Officer:** The person appointed by the President to coordinate federal assistance following a federal emergency or major disaster declaration.

**Federal Bureau of Investigation:** The federal agency responsible for coordinating law enforcement operations, domestic intelligence collection, and criminal investigation of a terrorist threat or incident.

**Federal Emergency Management Agency:** The primary federal agency for planning, organizing and coordinating federal disaster response, recovery, and mitigation activity.

**Federal Liaison Officer:** Provides coordination among federal agencies in Alaska during major events when support to the state and coordination is needed before FEMA can establish a presence in Alaska to assume its coordination role under the National Response Framework.

**Governor's Authorized Representative:** The person named by the Governor in the Federal-State Agreement to execute on behalf of the State all necessary documents for disaster assistance following a Presidential declaration of an emergency or major disaster.

**Hazardous Substance:** An element or compound which, when it enters into the atmosphere or in or upon the water or surface or subsurface land, presents an imminent and substantial danger

to the public health or welfare, including but not limited to fish, animals, vegetation, or any part of the natural habitat in which they are found; oil; or a substance defined as a hazardous substance under 42 U.S.C. 9601 (14).

**High Explosive:** Explosive such as TNT, that combusts nearly instantaneously, thereby producing a violent, shattering effect.

**Homeland Security:** The concerted national effort to prevent terrorist attacks within the United States and reduce America's vulnerability to terrorism, and to minimize the damage of and recover from attacks that do occur.

**Homeland Security Advisory System:** A national system that employs a five color system (from "Green-Low risk of terrorist attacks" to "Red-Severe risk of terrorist attacks") to describe the national threat level.

**Household Pet:** FEMA definition: [http://www.fema.gov/pdf/government/grant/pa/9523\\_19.pdf](http://www.fema.gov/pdf/government/grant/pa/9523_19.pdf)

Section 403 of the Stafford Act. Section 403, as amended by the PETS Act, authorizes FEMA to provide rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.

- **Household Pet.** A domesticated animal, 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.
- **Service Animal.** Any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. The definition of Service Animal was changed on March 15, 2011 by the Dept. of Justice to limit Service Animals to dogs only with a subsection addressing Miniature Horses.  
<http://animalservices2000.org/content/node/599>
- **Congregate Household Pet Shelters.** Any private or public facility that provides refuge to rescued household pets and the household pets of shelterees in response to a declared major disaster or emergency.

**Hostage Taking:** Seizing or detaining and threatening to kill, to injure, or to continue to detain another person in order to compel a third person or a governmental organization to do or abstain from doing any act as an explicit or implicit condition for the release of the person detained.



**Incendiary Device:** A bomb designed to start fires.

**Incident Action Plan:** A document which covers the overall incident strategy and specific action plans for an operational period.

**Incident Command System:** A standardized organizational structure used to command, control, and coordinate the use of resources and personnel responding to an emergency.

**Incident of National Significance:** An actual or potential high-impact event requiring a coordinated and effective response by an appropriate combination of federal, state, local, tribal, non-governmental, and/or private sector entities.

**Joint Field Office:** A temporary federal facility established to provide a central point for coordination of state, federal, local, and tribal governmental disaster relief and recovery actions.

**Joint Operations Center:** The federal interagency operations center responsible for coordinating crisis management/law enforcement operations and Consequence Management Operations during a terrorist threat or incident.

**Joint Information Center:** A central clearinghouse established by state and federal agencies to disseminate public information and to address media concerns.

**Mitigation:** To eliminate or lessen the effects of a hazard, or prevent or reduce the possibility of an emergency or disaster situation.

**Multi-Agency Coordination Group:** The group of representatives of involved agencies and/or jurisdictions who come together to make decisions regarding the prioritizing of incidents and the sharing and use of critical resources. The MAC Group is not part of the on-scene ICS and is not involved in developing incident strategy or tactics.

**National Warning System:** A special telephone system which links Alaska with other states and federal authorities. A sub-network portion of the system, the Alaska System, ties together state and local warning points as well as the National Weather Service; U.S. Coast Guard, and the Tsunami Warning Center.

**National Incident Management System:** An incident management system promulgated by DHS to provide a standardized set of structures, procedures, and standards to prepare for, respond to, and recover from domestic incidents.

**Nuclear Device:** A device, such as a bomb or warhead, whose great explosive power derives from the release of nuclear energy.

**Principal Federal Official:** The federal official responsible for directing federal operations in the United States to prepare for, respond to, and recover from domestic incidents; directing the application of federal resources in specified circumstances; and managing any domestic incident when directed by the President. HSPD-5 designates the Secretary of Homeland Security as the

Principal Federal Official for domestic incident management. A PFO is normally only appointed for Incidents of National Significance.

**Public Officials' Briefing:** Sometimes referred to as Applicant Briefings. Briefings held for representatives of impacted jurisdictions to advise them of the types of assistance programs available, the manner in which the assistance will be made available, and any administrative requirements necessary to facilitate the assistance. These briefings are held if a Presidential Emergency or Major Disaster is declared.

**Radiological Device:** Commonly refers to a device spreading radioactive material by exploding a conventional (non-nuclear) explosive, such as dynamite. Because they do not involve the sophisticated technology required to create a nuclear explosion, dirty bombs are much simpler to make than a true nuclear bomb.

**Situation Report:** A report describing an emergency or disaster situation as it develops. These reports describe damages, response actions, and recourses provided by local, tribal, state and federal governments and volunteer organizations.

**State Coordinating Officer:** The person appointed by the Governor to act as the State representative for coordinating state assets and use of federal aid with the Federal Coordinating Officer.

**State Emergency Operations Center:** The central location that coordinates the DHS&EM response to disasters or disaster emergencies.

**State Emergency Response Commission:** A commission established by law to oversee the implementation of the Emergency Planning and Community Right to Know Act (EPCRA) of 1986, also known as the Superfund Amendments Reauthorization Act (SARA) Title III. SERC responsibilities have been expanded to include all hazards and integrating common aspects of hazardous substance contingency planning with emergency planning for other threat forms.

**Strategic National Stockpile:** The SNS is a national repository of antibiotics, chemical antidotes, antitoxins, life-support medications, IV administration, airway maintenance supplies, and medical/surgical items. The SNS is designed to supplement and re-supply state and local public health agencies in the event of a national emergency anywhere and anytime within the U.S. or its territories. The SNS is organized for flexible response. The first line of support lies within the immediate response 12-hour Push Packages. These Push Packages are positioned in strategically located, secure warehouses ready for immediate deployment to a designated site within 12 hours of federal decision to deploy SNS assets. If the incident requires additional pharmaceuticals and/or medical supplies, follow-on vendor managed inventory (VMI) supplies will be shipped to arrive within 24 to 36 hours.

**Technical Operations:** Actions to identify, assess, dismantle, transfer, dispose of, or decontaminate personnel and property exposed to explosive ordinance or WMD.



**Terrorism:** Any pre-meditated, unlawful act dangerous to human life or public welfare intended to intimidate or coerce civilian populations or governments. It includes kidnappings, hijackings, shootings, conventional bombings, attacks involving chemical, biological, radiological, or nuclear weapons, cyber-attacks, and any number of other forms of malicious violence. Terrorists can be U.S. citizens or foreigners acting in concert with others or on their own, or on behalf of a hostile state.

**Unified Command:** A team effort process allowing all agencies with a responsibility for an incident, whether geographical, functional, or statutory, to establish a common set of incident objectives and strategies to which all can subscribe. This is accomplished without losing or abdicating agency authority, responsibility, or accountability.

**Weapons of Mass Destruction:** Any explosive, incendiary, or poison gas bomb, grenade, rocket having a propellant charge of more than four ounces, missiles having an explosive or incendiary charge of more than one-quarter ounce, mine, or device similar to the above; poison gas; any weapon involving a disease organism; or any weapon designed to release radiation or radioactivity at a level dangerous to human life.

