Municipality of Anchorage

Comprehensive Emergency Operations Plan

June 2015

(October 2017 Revision 1 Included)
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LETTER OF PROMULGATION

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LETTER OF PROMULGATION

MUNICIPALITY OF ANCHORAGE

Office of the Mayor

Mayor Dan Sullivan

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COMPREHENSIVE EMERGENCY OPERATIONS PLAN
LETTER OF PROMULGATION

Pursuant to Anchorage Municipal Code 3.80 and Alaska Statute 26.23.060, I am hereby promulgating the Anchorage Comprehensive Emergency Operations Plan to provide direction in mitigating against, preparing for, responding to, and recovering from emergencies and disasters threatening life or property within the Municipality.

This document meets the requirements of the National Incident Management System and supersedes any previously promulgated emergency operations plan.

Mayor Dan Sullivan

Date

6/25/15
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Municipality of Anchorage

Part 1: Base Plan

Comprehensive Emergency Operations Plan

The Base plan consists of general operational, legal and administrative components within the Municipality of Anchorage (MOA).
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PART 1: BASE PLAN

Primary Authorities and References

The Municipality of Anchorage (MOA) adopts this Emergency Operations Plan under the following local, state, and federal authorities:

Local

- Charter § 5.02 Powers of The Mayor
- Charter § 5.03 Manager
- Charter § 7.01 Determining Vacancies
- Charter § 7.02 Filling Vacancies in Elective Office
- Charter § 17.13 Definitions
- AMC 3.20.020 Powers of Mayor
- AMC 3.20.045 Office of the Municipal Manager
- AMC 3.80 Civil Emergency
- AMC 05.20 Unlawful Discrimination
- AMC 7.20.090 Emergency Procurement
- AMC 8.30.010 Resisting or Interfering with Peace Officer
- AMC 8.30.015 Failure or refusal to comply with official orders during emergency proclamation
- AMC 9.08.010 Authority of Police and Fire Department Officials
- Anchorage All-Hazard Mitigation Plan
- Anchorage Fire Department Quick Action Plans
- Anchorage Pandemic Influenza Plan
- Anchorage Building Safety Damage Assessment Operations Plan

State of Alaska

- AS 26.23, Article 1 Alaska Disaster Act
- 4 AAC 05.090 Discontinuation or Closure of Schools
- AS 09.65.090 Civil Liability for Emergency Aid
- AS 12.65.005 Duty to Notify State Medical Examiner
- AS 12.65.020 Medical Death Investigations
- AS 18.08 Emergency Medical Services
- AS 18.15 Disease Control and Threats to Public Health
- AS 18.15.355 Prevention and Control of Conditions of Public Health

Importance
• AS 18.15.360 Data Collection
• AS 18.65 Police Protection
• AS 18.70.075 Authority of Fire Department Officers
• AS 26.20.140 Providing for Immunity of Government
• AS 29.25.030 Emergency Ordinances
• AS 29.35 040 Emergency Disaster Powers
• Alaska Emergency Response Plan
• Alaska Behavioral Health Emergency Response Plan
• Alaska Statewide Interagency Mass Casualty Response Plan
• Alaska State Hazard Mitigation Plan

Federal Laws
• Post-Katrina FEMA Reform Act
• Disaster Mitigation Act of 2000
• Community Right-to-Know Act of 1986
• Robert T. Stafford Disaster Relief and Emergency Assistance Act
• 42 U.S.C. § 116 Emergency Planning and Community Right to Know
• 42 U.S.C. § 12101 Americans with Disabilities Act of 1990

References
• Comprehensive Preparedness Guide 301: Dated 2012
• Comprehensive Preparedness Guide 101: Dated 2012
• State Emergency Operations Plan: Dated 2010
• FEMA National Incident Management System (NIMS)
• FEMA National Response Framework (NRF)
• Anchorage All Hazards Mitigation Plan: Dated 2011
• Anchorage Economic Development Corporation Anchorage Indicators Report 2012
**Policy Statements**

It is the policy of the MOA to safeguard life and property by making maximum use of all available resources, public and private, and to minimize the effects of disaster emergencies.
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General Planning and Policy Assumptions:

- Essential MOA services will be maintained for as long as conditions permit, and will be restored as quickly as possible.

- A disaster emergency will require prompt and effective response and recovery operations using resources from MOA departments, disaster relief agencies, volunteer organizations, and the private sector.

- Anchorage emergency operations will be based on the principle of self-help. The MOA will be responsible for using all available local resources prior to requesting assistance from other agencies and organizations.

- Environmental, technological, and civil disaster emergencies may be of such magnitude and severity that outside assistance is required.

- When resources locally available are insufficient to respond to and/or recover from the disaster emergency, the MOA will request assistance from the State of Alaska.

- When a disaster emergency situation exists, all MOA departments will put their respective emergency operations plans and standard operating procedures into limited or full operation as necessary, integrating those plans and procedures with the actions described in this plan.

- Disaster emergency response often requires decisions to be made quickly under adverse conditions. Government entities complying with this plan shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence.

- Incident situation and status reports will be made by the Emergency Operations Center (EOC) to command and support authorities based upon severity of the disaster emergency or anticipated disaster emergency.

- Access to emergency services shall not be denied on the basis of race, color, national origin, religion, sex, age, or disability. The needs of special populations shall be identified and planned for as directed by policy makers and according to federal regulations.

- Local activities pursuant to the Federal and State Agreement for major disaster recovery will be carried out in accordance with all applicable state and federal non-discrimination laws. Federal disaster assistance is conditional on full compliance with non-discrimination rules and policies.
Municipality of Anchorage (MOA)

The MOA is tasked with the following responsibilities related to emergency preparedness and response:

- Development of departmental emergency operating procedures and department standard operating procedures (SOP) to implement assigned duties within this plan.
- Ensuring that department personnel are properly trained to accomplish disaster emergency duties described in this plan.
- Ensuring that Continuity of Government plans are current and appropriate.
- Assignment of department personnel and qualified alternates EOC positions according to the specifications in this plan.
- Establishment of department internal lines of succession of authority and training of designated alternates to fill EOC positions.
- Protection of department records, materials, facilities, equipment, and services.
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Plan Intent

This plan is designed to provide general information about how the Municipality of Anchorage (MOA) will conduct and respond during times of disaster. All actions items, roles and responsibilities, agency operations and functions are assumed to be performed in the best manner possible given the harsh and austere operational conditions in Alaska. Agencies, organizations, and departments are assumed to perform in good faith within their constrained and limited operational capabilities.
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Plan Descriptions

Anchorage Comprehensive Emergency Operations Plan (CEOP)
This plan outlines actions to be taken by the MOA, in cooperation with other State and Federal agencies and private organizations to respond to disasters. The plan consists of four parts and various supporting appendices/annexes. It is a single comprehensive plan that encompasses all hazards for the purposes of organizing and coordinating disaster emergency relief forces and disaster emergency operations in the MOA.

- **Part 1: Base Plan**
  The Base plan consists of general operational, legal and administrative components within the MOA.

- **Part 2: Concept of Operations (CONOPS)**
  The CONOPS describes the overall operational concepts, structures and command and control processes within the MOA used to manage disaster or crisis events.

- **Part 3: Functional Annexes**
  The Functional Annex is designed to outline and highlight key functional area operations such as mass care, medical response or energy emergencies. The annex provides general oversight and guidance to perform the specific function.

- **Part 4: Hazard Appendices**
  The Hazard Appendices outline the primary hazards that the MOA faces such as earthquakes, volcanos and storms. It provides specific hazard information that is useful to understand when responding to a particular event. The Hazard Appendices also provide information on what functional annexes may be especially critical in the response.
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Plan Updates and Maintenance

It is intended for this Emergency Operations Plan to be placed in three ring binders to facilitate making changes and updating the plan. Each page of the Plan will have a date in the top right corner. When any page is revised or added, a revision number will be added next to the date (i.e. R1). As changes are received, they will be documented on the log below and pertinent pages changed in the Plan.

All plan maintenance and plan revisions are the responsibility of the Anchorage Office of Emergency Management (OEM).

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<td>Oct 5, 2017</td>
<td>Added- Whole book Table of Contents</td>
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<td>Added – Incident Type graphic</td>
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<td>Oct 5, 2017</td>
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<td>3-20</td>
<td>Oct 5, 2017</td>
<td>Added- EOC Evacuation Coordination graphic</td>
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- **Distribution List**
  The plan has been issued to key local, state, federal and military organizations. The detailed list is maintained by the Office of Emergency Management.

- **Plan Review Cycle**
  The Emergency Operations Plan will be reviewed and amended, if necessary:
  
  - As appropriate to reflect any changes in MOA resources, departments, form of government, agency structure or other such event which would impact emergency services in Anchorage.
  
  - At least once per year.

  The OEM Director coordinates with the Municipal Manager to determine if proposed changes are necessary. The OEM Director is responsible to ensure that the appropriate revisions are made and incorporated into all copies of the Plan.

- **Training, Drills and Exercises**
  Training and exercises are vital to determine the effectiveness of this Emergency Operations Plan. These preparedness activities ensure that the operational concepts outlined are sound and that personnel are adequately trained to carry out necessary functions in time of disaster emergencies. In addition, such testing will provide a basis for the updating and revision of this plan and for the identification of inadequate resources. Participants and observers will evaluate training and exercises and specific elements of the Plan will be changed as indicated.

  MOA departments, various agencies, and organizations, will work with the OEM to develop and coordinate the delivery of ongoing disaster training and educational programs. They will also develop and implement annual exercises of this Emergency Operations Plan.

- **Drills and Exercises**
  Department drills, exercises, workshops, and other training or emergency preparedness activities are the responsibility of the individual department heads. Exercises and training for the Emergency Operations Center Response Teams is coordinated by the OEM. This training may take the form of educational presentations, seminars, workshops, table-tops, individual EOC section drills, and EOC Activation Exercises. EOC Activation Exercises will be done as Functional Exercises without the actual movement of resources and assets. The MOA may participate in the biannual full scale state-wide Alaska Shield training event sponsored and funded by the Alaska Division of Homeland Security & Emergency Management (DHS&EM). The OEM will promulgate an annual EOC Response Team Training Calendar identifying training events and dates during January of each year.
Departmental Pre-Disaster Roles and Responsibilities

Key Administration Officials and Departments

Mayor
- Plays an active role providing overall leadership and guidance for the development of a “culture of preparedness” both within the Municipal workforce and throughout community.
- Fosters policies that promote personal responsibility and individual preparedness among the citizenry.
- Promotes and supports volunteer organizations that provide assistance and aid for the community during an emergency or disaster.
- Supports educational outreach programs that help prepare citizens for emergencies and disasters.
- Encourages neighborhood networking and contact programs where “neighbors-help-neighbors” during a disaster or emergency.
- Promotes and supports programs that provide emergency preparedness outreach and education for seniors and persons with disabilities.

Municipal Manager
- Assumes the lead for the administration in ensuring the Municipal workforce is prepared for and capable of responding to emergencies and disasters.
- Plays a lead role providing guidance and direction for Continuity of Operations Planning (COOP).
- Oversees the staffing of the Emergency Operations Center Response Teams to ensure a capable cadre of Municipal employees is prepared to support response operations during emergencies and disasters.
- Assists in developing effective partnerships with local organizations and private entities that would be involved in emergency response operations.
- Monitors and provides advocacy for active and proposed hazard mitigation projects and MOA owned critical infrastructure projects that will enhance the welfare and safety of the community during disasters and emergencies.

Office of Emergency Management
- Serves as the lead MOA agency for pre-disaster planning and preparedness activities.
- Oversees the training of the Emergency Operations Center Emergency Response Teams.
- Maintains the Comprehensive Emergency Operations Plan for the MOA.
Municipal Department Heads

- Become familiar with the contents of this plan and the roles and responsibilities of Response Operations Departments and Supporting Departments.
- Develop Department Standard and Emergency Operating Procedures to support assigned responsibilities in this plan.
- Ensure Continuity of Government / Operations Plans for your organization are current and appropriate.
- Ensure department personnel are properly trained to accomplish disaster emergency duties described in this plan.
- Provide qualified department representation to serve on the EOC Response Teams where assigned.
- Conduct department level emergency preparedness training.
- Ensure workplace disaster preparedness supplies are identified and pre-staged to support employee shelter-in-place requirements for emergencies and disasters.
- Coordinate with the Public Works Communications Section to ensure your department has appropriate and sufficient communications assets to support response operations during emergencies and disaster.

Municipal Employees

- Prepare you and your families for disasters and emergencies both at home and in the work place by creating disaster emergency kits.
- Develop and exercise a family notification and emergency plan
- Maintain a shelter-in-place kit at your work location.
- Ensure your contact info is current and included as part of your work section’s Continuity of Operations Plan (COOP).
Post-Disaster Recovery

Disaster recovery is a long and complex process that is beyond the scope of this emergency operations plan. The MOA aligns initial operations with long term recovery strategies when possible. The State of Alaska Disaster recovery framework and the National Disaster Recovery Framework guide and outline recovery operations for the MOA until such time as the MOA has a completed disaster recovery plan.
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Geographic and Demographic Characteristics

- Location, Geography and Demographics

Anchorage, the most populated municipality in Alaska, is located in southcentral Alaska at the head of Cook Inlet (See Figure 1-1). The 2010 population was just over 300,000 residents (See figure 1-2).

The average temperatures in January range from 8 to 21 °F. In July, average temperatures range from 51 to 65 °F. Average annual precipitation is 15.9 inches, and average annual snowfall is 69 inches. Average daylight in the winter is 5.5 hours and the average daylight in the summer is 19 hours.
Figure 1-1: Anchorage Overview Map
Anchorage Municipality Population
2000-2011

Figure 1-2: MOA Population Growth
• **Government**

The MOA is incorporated as a unified home rule community under Alaska Statute. The MOA is governed by an 11 member Assembly and a Mayor. The Mayor and Assembly members are elected by the voters separately.

• **Transportation**

Controlled airports include the state-owned Ted Stevens Anchorage International Airport and Lake Hood Float Plane Base, the municipality's Merrill Field, and U.S. Army and Air Force facilities. The Port of Anchorage handles 85% of the general cargo for the Alaska rail belt area. There are five terminal berths, with 3,488 linear feet available. Several barge and trucking companies are available. The Alaska Railroad connects Anchorage to Seward, Whittier, and Fairbanks. Highway networks connect Anchorage with the statewide highway system as well as the rest of the United States and Canada. Anchorage also has one of the busiest airports in the world for air cargo.

• **Medical Services**

Anchorage is served by three primary hospitals. Providence Alaska Medical Center, Alaska Regional Hospital and the Alaska Native Medical Center.

The Joint Base Elemendorf-Richardson (JBER) also has a hospital that provides care to military and their families.

Emergency Medical Services are provided by the Anchorage Fire Department and supported regionally by the Girdwood and Chugiak Fire Departments.

• **Public Utilities**

Anchorage has a mix of private and government utility services.

**Electricity**

Power is provided throughout the MOA through the government owned Municipal Light and Power (ML&P) and the private company Chugach Electric Association (CEA). Matanuska Electric Association (MEA) also provides power to the Anchorage Bowl.

**Natural Gas**

Natural gas is a primary utility in the MOA and provides for both residential and commercial heating as well as electric power production by all three local power companies. Enstar is the sole provider of natural gas within the Anchorage bowl.

**Water**

Domestic water service is primarily provided by the government owned Anchorage Water and Waste Water Utility (AWWU). There are numerous small subdivision level water systems throughout Anchorage as well as a large population on the outskirts of the city that use private wells.

The primary water source is from Eklutna Lake, just north east of Anchorage.

**Waste Water**

AWWU is also the sole waste water service provider for the Anchorage Bowl. However in some areas of the MOA septic systems are used.

**Solid Waste**
The Solid Waste Services Department (SWS) is comprised of two utilities – Refuse Collections and Solid Waste Disposal. The Refuse Collections utility provides residential and commercial trash collection for the City of Anchorage service area. The Solid Waste Disposal utility operates the Anchorage Regional Landfill, located in Eagle River, and two transfer stations (Central Transfer Station in Anchorage, and the Girdwood Transfer Station).

- **Overview of Disaster History in Anchorage**

Anchorage has experienced numerous major events and countless minor disasters. The most significant disaster is the great Alaska earthquake of 1964. At a magnitude of 9.2, the event was the second largest earthquake ever recorded in history. The earthquake, which was located in south central Alaska caused major damage in Anchorage and other communities in the region. A similar sized disaster in the MOA with today’s population and infrastructure would be absolutely catastrophic resulting in injuries, homeless citizens and loss of infrastructure that would be nearly impossible for even the entire Federal government to provide an adequate response.

Anchorage is located within the Pacific “ring of fire” as well having numerous earthquake faults running through and around the city.

In addition to the enormous seismic hazard, Anchorage has seen numerous disasters including damaging wind and weather storms, energy disruptions, volcanic ash falls, and flooding.
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**Hazard Information and Assessment**

- **Introduction**

The development of an all hazards Comprehensive Emergency Operations Plan (CEOP) for the Anchorage required the analyses of hazards, both natural and manmade, that threaten the people, property, and environment within the community. The hazard analysis is the foundation for mitigation strategies, planning and preparedness activities, response capabilities, and recovery and restoration. There are several concepts involved in analyzing the dangers posed by natural and technological hazards. “Hazard,” “vulnerability,” and “risk” have different meanings but are sometimes used interchangeably.

The CEOP utilizes the current Anchorage Hazard Mitigation Plan dated 2011 to identify and analyze the hazards and threats to the region.
# Summary of Anchorage Hazards

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<th>CATASTROPIC</th>
<th>Critical Facilities closure: 30 days or more</th>
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<tr>
<td>Deaths or injuries: 50 or more</td>
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<tr>
<td>Property Damage: 50% or higher</td>
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<tr>
<td>Economic impact: Severe/long-term</td>
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<td>Local resources: Overwhelmed/impaired</td>
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<tr>
<th>Pandemic Infectious Disease</th>
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<td>Food or Water Contamination</td>
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<td>Terrorism</td>
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<td>WMD</td>
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<td>Property damage: 25-50%</td>
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<td>Economic impact: Short-term</td>
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<td>Local Resources: Temporarily overwhelmed</td>
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<tr>
<th>Radiation Release</th>
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<td>Wildfire</td>
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<td>Power Failure Communications Failure</td>
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<td>Property damage: 10-25%</td>
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<td>Economic impact: Temporary/limited</td>
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<td>Local resources: Minimal impact</td>
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<th>Energy Emergency</th>
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<td>Civil Disturbance</td>
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<td>Ground Failure/Landslide</td>
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| Avalanche Extreme Weather Urban Fire Transportation Accident |

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<th>NEGLIGIBLE</th>
<th>Critical Facilities closure: 0-3 days</th>
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<td>Property damage: 0-10%</td>
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<td>Local resources: Negligible</td>
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<th>Dam Failure Severe Erosion</th>
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<td>Volcanic Ashfall</td>
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<tr>
<td>Medium Occurrence (5-10 Years)</td>
</tr>
<tr>
<td>High Occurrence (1-4 Years)</td>
</tr>
</tbody>
</table>

---

**Figure 1-3: Summary of Anchorage Hazards**
• Anchorage Hazard Index by Type

<table>
<thead>
<tr>
<th>Natural</th>
<th>Technological</th>
<th>Human/Societal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Earthquake</td>
<td>Dam Failure</td>
<td>Civil Disturbance</td>
</tr>
<tr>
<td>Wildfire</td>
<td>Energy Emergency</td>
<td>Terrorism</td>
</tr>
<tr>
<td>Extreme Weather</td>
<td>Urban Fire</td>
<td>WMD: Chemical, Biological, Radiological, Nuclear, or Explosive Agents</td>
</tr>
<tr>
<td>Flooding</td>
<td>Hazardous Materials Release</td>
<td></td>
</tr>
<tr>
<td>Avalanche</td>
<td>Power Failure</td>
<td></td>
</tr>
<tr>
<td>Ground Failure/Landslide</td>
<td>Radiation Release</td>
<td></td>
</tr>
<tr>
<td>Volcanic Ashfall</td>
<td>Transportation Accident</td>
<td></td>
</tr>
<tr>
<td>Severe Erosion</td>
<td>Air Pollution</td>
<td></td>
</tr>
<tr>
<td>Infectious Disease</td>
<td>Communications Failure</td>
<td></td>
</tr>
<tr>
<td>Food/Water Contamination</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Figure 1-4: Anchorage Hazard Index by Type
The CONOPS describes the overall operational concepts, structures and command and control processes within the MOA used to manage disaster or crisis events.
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<th>DESCRIPTION</th>
<th>PAGE</th>
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</thead>
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<td>2-8</td>
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<tr>
<td>2-2</td>
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<td>2-10</td>
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<tr>
<td>2-3</td>
<td>Level of Activation</td>
<td>2-11</td>
</tr>
<tr>
<td>2-4</td>
<td>EOC Task Organization</td>
<td>2-12</td>
</tr>
<tr>
<td>2-5</td>
<td>Non-Government Agencies</td>
<td>2-13</td>
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<tr>
<td>2-6</td>
<td>Policy Board</td>
<td>2-16</td>
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<tr>
<td>2-7</td>
<td>Response Operations Departments</td>
<td>2-17</td>
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<tr>
<td>2-8</td>
<td>Support Operations Department</td>
<td>2-17</td>
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<td>2-10</td>
<td>Incident Complexity Graphic</td>
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</tr>
</tbody>
</table>
SECTION 1: EMERGENCIES AND DISASTERS

Operational and Planning Assumptions

Major events in Alaska are unlike anywhere else in the United States for responding to and recovering from a disaster. The remote and difficult logistics requirements to move people and resources in Alaska would be a significantly complex undertaking for most emergency management organizations.

- The Concept of Operations (CONOPS) for the MOA emergency operations makes many assumptions about the operational conditions faced during a major event with widespread infrastructure damage (such as a major earthquake like the 1964 event):
- The damage and threat to population greatly exceeds local capabilities necessitating emergency re-supply for life-saving and life-threatening conditions.
- Normal lines of supply through the port, airport, railroad, and overland transport would be significantly disrupted.
- The first relief aid of any kind would take at least 72-96 hours to arrive.
- Supplies, contract or volunteer services, and equipment to support response operations would be limited to what is available locally for at least the first 96 hours.
- Normal business operations would be seriously degraded impacting local vendors’ ability to effectively provide goods and services to support response operations.
- Government, private, general public, and volunteer organizations would need to be self-sufficient for a minimum of three days, and probably at least two or three weeks.
- There would be a shortage of emergency response personnel, sheltering management and support staff, auxiliary fire, police, SAR, emergency medical, transit, public works, utilities, and health support personnel.
- Approximately 50% of emergency workers would be unavailable due to family needs or other non-availability factors.
- The affected areas would compete for scarce resources.
- A small percentage of the impacted population would be self-sufficient for a short period of time, but the larger more metropolitan population center would not.
- Pre-disaster homeless might lose access to support services and require shelter, feeding, and other mass care support.
- The isolation of the impacted population would challenge reunification.
- Population density will affect the demand for all mass care services.
- An immediate as well as sustained need for bulk distribution of relief supplies will be required.
- Reunification will be an immediate and significant concern due to community separation at the time of the event.
- Temporary housing will be required for response personnel.
• 20% (or less) of disaster survivors will end up in general population shelters.

• 17% of FEMA Region X population self-identify as disabled; some of that population will have a physical or cognitive disability that will require some level of functional care at general-population shelters.

• People of lower socio-economic status will use shelters first and be the last to depart.

• People with independent means will seek shelter outside the affected area.

**Elements of a Major Emergency or Disaster**

A major emergency or disaster exists when a situation exceeds the everyday capabilities of responding agencies, or requires extensive coordination between agencies. Some elements that can be found in a major emergency or disaster include:

• A significant number of casualties

• Severe and/or widespread property damage

• Non routine multi-agency response

• Shortage of critical resources or supplies

• Extended interruption of vital services such utilities or disruptions in the transportation system

• Extended evacuation requiring sheltering

• Threats to public health

**Emergency Declaration**

Within Alaska only the “principle executive officer” of the involved municipality may declare an emergency or disaster (AS 26.23.140). The mayor acting within the role of the office, as allowed by law, may proclaim an emergency to expedite access to the local resources needed for incident response. If the required response exceeds local capabilities, the mayor may ask for state assistance and request a gubernatorial disaster declaration. The governor may request federal aid when it appears that the combined resources of local and state agencies will be inadequate. AMC 3.80 and AS 26.23.140 address the duration and termination of a local emergency proclamation.
Emergency Operations Center Location and Role

The EOC is located at 1305 E Street. The role of the EOC is to facilitate the coordination of multiple agencies into a comprehensive municipal strategy. Its role during an emergency or threat is to establish and prioritize Municipal goals and objectives at the strategic level, allocate resources, and manage public information and warning. The EOC acts as a “Coordination Center” not a “Command and Control Center,” nor does it dispatch emergency response resources or serve as an Incident Command Post. The EOC’s role does not eliminate the requirement that responding agencies have for tactical level coordination of labor and resources.

- Back-up APD / AFD Dispatch Centers
  The EOC facility has back up 911 APD / AFD dispatch centers on site however the dispatch function is separate from the EOC situation room and operates under APD and AFD oversight.

- 2-1-1 Call Center
  United Way operates the 2-1-1 Call Center from the EOC facility. On a daily basis, the 2-1-1 Call Center acts as a state-wide social service referral agency.
MOA Organization

The MOA organizational structure (See Figure 2-1) is how the city operates and governs on a daily basis.

Figure 2-1: Municipal Organization Chart
EOC Activation and Staffing

The EOC will be activated to support response or recovery operations when the scope or scale of an emergency surpasses the capacity to be managed from the incident command post. The EOC is activated at the direction of the Mayor or Municipal Manager. In the event that the EOC becomes damaged or otherwise unavailable during an emergency, an alternate EOC location will be established based on the conditions and suitable alternative facilities. The OEM maintains a list of alternate facilities that are suitable for a temporary EOC.

The day-to-day organizational operations of the MOA are augmented when a crisis or disaster event is imminent or has occurred. The organizational structure from Figure 2-1 is adapted and modified to integrate into EOC staffing and functions.

The EOC disaster organizations and coordination structure (see Figure 2-2) is the structure and method that MOA assets are organized within the EOC to execute emergency support operations.

Operational Coordination

During a disaster or significant emergency where the EOC is activated, normal day-to-day MOA department operations may be temporarily suspended in order to facilitate operational coordination. Operational Coordination is the effective synchronization of priorities, resources, and MOA capabilities in order to deal with a crisis. Essentially operational coordination helps ensure a unity of effort among MOA departments and supporting non-government organizations and keeps them from working at cross purposes. In such cases, MOA departments are considered as either a Response Operations Department directly deploying resources or actively involved in the response activities or Operations Support Departments providing support to those departments involved in response operations and activities. Non-government organizations also play a key role in operational coordination. The diagram below (Figure 2-2) outlines the operational coordination structure for the MOA:
Figure 2-2: Disaster Organization Chart
Levels of Operation

The Municipality has established local operational levels (See Figure 2-3 below) as a means to communicate its alert posture for any hazard or threat that may affect the Municipality. The National Terrorism Advisory System, or NTAS, replaced the color-coded Homeland Security Advisory System (HSAS) in April, 2011. The NTAS system effectively communicates information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector. The two systems may be used together to identify the community's level of operation with the municipal levels addressing all hazards and homeland security levels addressing any terrorism threat.

<table>
<thead>
<tr>
<th>EOC LEVELS OF ACTIVATION</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Normal Operations</strong></td>
</tr>
<tr>
<td>Municipal agencies are conducting normal daily activities with incidents being handled with existing resources, policies, and procedures. Current conditions are being monitored by appropriate agencies.</td>
</tr>
<tr>
<td><strong>Response Operations: Level 1</strong></td>
</tr>
<tr>
<td>A situation or threat has developed that requires increased public information and has the potential for agencies to take coordinated action. The EOC may be activated during regular business hours or additional hours as needed. Conditions are being monitored with information sharing networks activated. This level of activation may result from an approaching significant weather event, the potential for a public health situation, or a plausible threat of a terrorist event with an unspecified time or national location.</td>
</tr>
<tr>
<td><strong>Response Operations: Level 2</strong></td>
</tr>
<tr>
<td>A situation or threat has developed requiring a partial activation of the EOC, which may extend beyond the regular workday and require round-the-clock monitoring. Staffing of the EOC by OEM staff will likely be supplemented by other agencies.</td>
</tr>
<tr>
<td><strong>Response Operations: Level 3</strong></td>
</tr>
<tr>
<td>A situation or threat has developed requiring a full activation of the EOC on a 24-hour rotational basis with all trained municipal staff participating or on call. A local disaster declaration is being considered or has been issued. A major earthquake or wildfire with significant property damage and threat to human life could trigger a level three activation.</td>
</tr>
<tr>
<td><strong>Recovery Operations</strong></td>
</tr>
<tr>
<td>Activities are shifting from EOC response operations toward a recovery coordination center or a disaster field office for implementation of recovery programs. While many municipal agencies will still be involved in the event, the EOC is returning to normal operations.</td>
</tr>
</tbody>
</table>

Figure 2-3: Level of Activation
**EOC Task Organization**

The EOC is task organized to provide the most effective means for coordinating a response. Municipal employees are assigned by their respective department head to serve as EOC response team members as an additional duty. A modified ICS organizational structure is used that reflects the current organizational structure of the City's departments. This staffing model facilitates both Continuity of Government Operations and command, control and coordination of resources and assets during emergencies and disasters. (See Figure 2-4.)

![Figure 2-4: EOC Task Organization](image-url)
Non-Government Agencies

During an emergency or disaster it may be necessary for the MOA to request private utilities, local hospitals, and local non-profit organizations to provide individuals to serve as organizational liaison on an EOC Response Team. This support is crucial in order to ensure life-safety for the local populace, essential services can be maintained, and critical infrastructure protected. If requested, the following may provide this support within the limits of their capabilities:

<table>
<thead>
<tr>
<th>NON-GOVERNMENT AGENCIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>American Red Cross</td>
</tr>
<tr>
<td>United Way Anchorage</td>
</tr>
<tr>
<td>Chugach Electric Assn.</td>
</tr>
<tr>
<td>Matanuska Electric Assn.</td>
</tr>
<tr>
<td>Alaska Regional Hospital</td>
</tr>
<tr>
<td>Alaska Native Medical Center</td>
</tr>
</tbody>
</table>

Figure 2-5: Non-Government Agencies
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SECTION 2: ROLES AND RESPONSIBILITIES

Mayor

The Mayor assumes overall responsibility for the safety and well-being of the citizenry during an emergency or disaster and may delegate emergency responsibilities to appropriate agencies and officials as allowed by law. Mayoral powers during an emergency as described by Municipal Code include but are not limited to:

- Issue an Emergency Proclamation.
- Impose orders and regulations necessary to prevent disorder and preserve the public health.
- Prohibit specific activities for the duration of the emergency.
- Close or restrict certain areas to public vehicular and pedestrian traffic.
- Make use of all available resources of the municipal government as may be reasonably necessary to cope with an emergency.
- Transfer or alter the function of municipal departments, agencies or personnel for the purpose performing or facilitating emergency services.
- Issues other orders or regulations immediately necessary for the protection of life and property.
- Impose a curfew on all or portions of the municipality.
- Order the closing of business establishments or restrict activities for the duration of the emergency that include:
  - Establishments that sell intoxicating liquor
  - Alcoholic beverage dispensary establishments
  - Gasoline stations or locations where flammables or combustibles are sold
  - Restrict sale and / or give-away of firearms and ammunition
  - Restrict assembly at locations where a mob or crowd cannot be adequately controlled by law enforcement
  - Restrict the sale and distribution of dangerous or hazardous products

Assembly

The Assembly has the authority to terminate or extend an Emergency Proclamation under the provisions of Anchorage Municipal Code (3.80.080).
Policy Board

The Policy Board is primarily an advisory body to the Mayor during a declared emergency or disaster. They evaluate conditions and develop recommended policies for mayoral approval regarding the implementation of emergency powers allowable by law. The Policy Board includes but is not limited to the following key personnel:

<table>
<thead>
<tr>
<th>Policy Board</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal Manager</td>
</tr>
<tr>
<td>Municipal Attorney</td>
</tr>
<tr>
<td>Chief Fiscal Officer</td>
</tr>
<tr>
<td>Chief of Staff</td>
</tr>
<tr>
<td>Mayor’s Communications Director</td>
</tr>
</tbody>
</table>

Figure 2-6: Policy Board

Municipal Manager / EOC Director

The Municipal Manager acts in the capacity of EOC Director during periods in which the EOC is activated. At his / her discretion, the Municipal Manager may assign the Police Chief, Fire Chief, OEM Director, or other individual he deems qualified to the position of Acting EOC Director. In his capacity as EOC Director, the Municipal Manager provides direction and leadership for response operations. He evaluates conditions, establishes response priorities, and approves the allocation of resources to support response operations.

Office of Emergency Management (OEM)

The OEM operates under the Municipal Manager Department from the Emergency Operations Center. It is primarily an emergency planning organization but also conducts community outreach and education, oversees training for Emergency Operations Center Response Teams, coordinates public information and response for low level emergencies. The OEM is absorbed by the Emergency Operations Center (EOC) when the EOC is activated. The OEM Director acts in the capacity of EOC Manager when the EOC is activated assisting the EOC Director in the performance of his / her duties.
Response Operations Departments
Response Operations Departments are those municipal departments that either directly deploy resources to support response operations or perform a direct response operation function during an emergency or disaster. They are also considered as providing essential government services during a disaster for purposes of Continuity of Government planning. The following are designated as Response Operations Departments:

<table>
<thead>
<tr>
<th>Response Operations Departments</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFD</td>
</tr>
<tr>
<td>APD</td>
</tr>
<tr>
<td>Public Works</td>
</tr>
<tr>
<td>Public Transportation</td>
</tr>
<tr>
<td>Municipal Light &amp; Power</td>
</tr>
<tr>
<td>IT</td>
</tr>
<tr>
<td>Merrill Field</td>
</tr>
<tr>
<td>Community Development</td>
</tr>
<tr>
<td>SWS</td>
</tr>
<tr>
<td>AWWU</td>
</tr>
<tr>
<td>POA</td>
</tr>
<tr>
<td>DHHS</td>
</tr>
</tbody>
</table>

Figure 2-7: Response Operations Departments

Support Operations Departments
Supporting Operations Departments are those municipal departments that provide supporting services to the operational departments and the EOC. Personnel from these departments may be assigned to duties outside their normal scope of duties to support response operations and/or be assigned to provide personnel to the EOC. During an emergency, the mayor may suspend municipal functions that do not contribute directly to response actions. The following are designated Support Operations Departments:

<table>
<thead>
<tr>
<th>Support Operations Departments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employee Relations</td>
</tr>
<tr>
<td>Finance</td>
</tr>
<tr>
<td>Legal</td>
</tr>
<tr>
<td>Parks</td>
</tr>
<tr>
<td>Library</td>
</tr>
<tr>
<td>Safety</td>
</tr>
<tr>
<td>Risk Management</td>
</tr>
<tr>
<td>Purchasing</td>
</tr>
</tbody>
</table>

Figure 2-8: Support Operations Department
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SECTION 3: COMMAND AND CONTROL

Incident Command System (ICS)

In accordance with the National Incident Management System, the Municipality’s response to major emergencies follows the principles of the Incident Command System (ICS). ICS is a standardized emergency management system designed to provide for the adoption of an integrated organizational structure. The system reflects the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS comprises facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. ICS is used by emergency responders in the field and within the EOC to manage the Municipality’s overall response.

Command Structure

Complex incidents may involve multiple agencies with legal mandates and operational objectives that conflict with one another. These factors support the need for establishing command structure at the outset of any incident regardless of its scope or scale. The command structure may be established as single command, unified command, or area command and may be changed as the incident progresses to meet evolving needs.

Single Command

A Single command is generally established when an incident is contained within and affects a single jurisdiction and / or single agency has the legal responsibility to manage the principle incident hazard. The lead agency under single command can be established by determining the lead discipline based on the primary uncontrolled hazard element.

Unified Command

Unified Command (UC) is generally established when either an incident has more than one agency with legal responsibility for its management and / or an incident is situated in more than one political jurisdiction. A UC is a team effort that allows all agencies with jurisdictional responsibility for the incident to manage an incident by establishing a common set of incident objectives and strategies without losing or abrogating authority or responsibility.

Area Command

Area Command may be established to oversee the management of a very large incident that has multiple incident management teams assigned to it and / or multiple incidents that are each being handled by a separate ICS organization. This type of command is generally used when there are a number of incidents in the same area and of the same type that may compete for the same resources, such as two or more hazardous materials spills or fires. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. When incidents are of different types, or do not have similar resource demands, they will typically be handled as separate incidents and coordinated through the EOC. If the incidents under the authority of an area command span multiple jurisdictions, a unified area command should be established to allow each affected jurisdiction to have appropriate representation in the command.
The table below outlines the types of incident management teams (IMT) associated with the Incident Command System (ICS).

<table>
<thead>
<tr>
<th>IMT</th>
<th>Resources</th>
<th>Time Span</th>
<th>Incident</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type 5</td>
<td>One or two single resources with up to six personnel. Command and General Staff positions (other than the Incident Commander) are not used. <strong>Time Span:</strong> Incident is contained within the first operational period and often within a few hours after resources arrive on scene. No written Incident Action Plan is required.</td>
<td>Local Village and Township Level – A “pool” of primarily fire officers from several neighboring departments trained to serve in Command and General Staff positions during the first 6-12 hours of a major or complex incident.</td>
<td></td>
</tr>
<tr>
<td>Type 4</td>
<td>Command Staff and General Staff functions are activated (only if needed). Several single resources are required to mitigate the incident. <strong>Time Span:</strong> Limited to one operational period in the control phase. No written Incident Action Plan is required for non-HazMat incidents. A documented operational briefing is completed.</td>
<td>City, County, or Fire District Level – A designated team of fire, EMS, and possibly law enforcement officers from a larger and generally more populated area, typically within a single jurisdiction (city or county), activated when necessary to manage a major or complex incident during the first 6-12 hours and possibly transition to a Type 3 IMT.</td>
<td></td>
</tr>
<tr>
<td>Type 3</td>
<td>When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. Some or all of the Command and General Staff positions may be activated, as well as Division or Group Supervisor and/or Unit Leader level positions. An Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, and an extended attack incident until containment/control is achieved. <strong>Time Span:</strong> The incident may extend into multiple operational periods and a written Incident Action Plan may be required for each operational period.</td>
<td>State or Metropolitan Area Level – A standing team of trained personnel from different departments, organizations, agencies, and jurisdictions within a State or DHS Urban Area Security Initiative (UASI) region, activated to support incident management at incidents that extend beyond one operational period. Type 3 IMTs will respond throughout the State or large portions of the State, depending upon State-specific laws, policies, and regulations.</td>
<td></td>
</tr>
<tr>
<td>Type 2</td>
<td>Regional and/or national resources are required to safely and effectively manage the operations. Most or all Command and General Staff positions are filled. Operations personnel typically do not exceed 200 per operational period and the total does not exceed 500. The agency administrator/official is responsible for the incident complexity analysis, agency administrator briefings, and written delegation of authority. <strong>Time Span:</strong> The incident is expected to go into multiple operational periods. A written Incident Action Plan is required for each operational period.</td>
<td>National and State Level – A federally or State-certified team; has less staffing and experience than Type 1 IMTs, and is typically used on smaller scale national or State incidents. Several dozen Type 2 IMTs are currently in existence, and operate through the U.S. Forest Service.</td>
<td></td>
</tr>
<tr>
<td>Type 1</td>
<td>National resources are required to safely and effectively manage the operations. All Command and General Staff positions are utilized, and Branches need to be established. Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions. The incident may result in a disaster declaration. <strong>Time Span:</strong> The incident is expected to go into multiple operational periods. A written Incident Action Plan is required for each operational period.</td>
<td>National and State Level – A federally or State-certified team; is the most robust IMT with the most experience; is fully equipped and self-contained. Sixteen Type 1 IMTs are now in existence, and operate through the U.S. Forest Service.</td>
<td></td>
</tr>
</tbody>
</table>

*Figure 2-9: IMT Type with incident size*
Incidents may be categorized into five types based on complexity. Type 5 incidents are the least complex and Type 1 the most complex.

Figure 2-10: Incident Complexity graphic

**Continuity of Government**

A large incident could result in the death or injury of key government officials, destruction of established seats of government, and damage to public records that are essential to continued operations of government. Throughout an emergency, the Municipality must continue to function as a government entity so that it may provide continuity of effective leadership, direction of emergency operations, and management of recovery operations.

The MOA Continuity of Operations Plan (COOP) is a separate plan that outlines how the MOA will conduct continuity of government operations during and emergency or disaster. The COOP plan includes the following:

- Succession of mayoral powers and department authorities
- Instructions for the preservation of vital records
- Alternate facilities and worksites
- Instructions for the continued delivery of essential services
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SECTION 4: RESOURCE MANAGEMENT

Resource Management during an Emergency or Disaster

All emergency response agencies manage equipment, facilities, and supplies to accomplish their day-to-day tasks. Large incidents, however, can require more specialized resources than the responding agencies may have available. Appropriate resource management is critical to ensure that emergency responders are able to find, obtain, allocate, and distribute resources to satisfy needs generated by an emergency. There are three conditions during a major emergency or disaster that effect resource management:

- The needed resources are within the MOA capabilities to provide.
- The needed resources are beyond MOA capabilities and can be procured locally.
- The needed resources are not within the MOA capabilities and are not available locally and require State or Federal support to obtain.

The Resource Coordination Section of the EOC, when activated, coordinates the requisition of resources either through local sources or through the State Emergency Operations Center or other Federal agencies that have been established to support response and recovery operations. Acquisitions and purchases dedicated to saving life or property during an emergency will be given priority.

Temporary Controls

The mayor may invoke temporary controls on local resources and establish priorities during an emergency. These may include fuel, food, shelter and other resources necessary for human needs. If this situation occurs, the Municipality will endeavor to cooperate with the private sector, with the State of Alaska, and any other NGO’s in encouraging voluntary controls and to enforce mandatory controls when necessary. Acquisitions and purchases dedicated to saving life or property during an emergency will be given priority. When circumstances dictate, emergency response field personnel may be given purchasing authority after coordination with the purchasing officer. Payment for such needs is the responsibility of the requesting agency.

Suspension of the competitive bid process

During an emergency or disaster civil emergency the mayor and his designees may enter into contracts deemed to be necessary and in the public interest, without regard to dollar amount and without following competitive bidding procedures otherwise required by law.

Fiscal Management

Early and accurate documentation of costs are essential to the application process for potential reimbursement of state / federal disaster assistance. The Finance and Purchasing Departments are the MOA’s agencies that ultimately reconcile procurement costs made in support of response operations. However, all municipal departments are responsible for documentation of disaster costs and will use existing administrative methods to keep accurate records separating disaster operational expenditures from regular expenditures.

Volunteer Management

Volunteers may play a major role during response and recovery of a major disaster or emergency. The safety of the volunteers is of primary concern for the MOA while they are deployed. Generally speaking, volunteers are either considered as spontaneous
volunteers unaffiliated with a volunteer organization or as members of a volunteer organization.

**Volunteers Organizations Active in Disasters (VOAD)**

Due to safety and liability concerns during an emergency or disaster, the MOA works with established MOA volunteer programs such as the APD Citizen’s Police Academy and with VOAD to identify volunteer organizations with specific capabilities. This helps ensure that the volunteers are properly trained and can meet all the safety requirements for deployment during an emergency or disaster. Spontaneous volunteers are referred to the Salvation Army or the VOAD point of contact.

**Donations Management**

Donations may be considered as either solicited or unsolicited. Solicited donations occur when high priority needs cannot be satisfied quickly through the procurement process or when costs become the limiting factor in a response or recovery and an appeal is made for donations of the goods. Unsolicited donations occur when goods and supplies pour into the impacted area from people who believe the goods and supplies are needed. Sometimes these donations are totally inappropriate and are far in excess of local needs. The Salvation Army manages unsolicited donations for the MOA during an emergency or disaster. The Joint Information Center will include information about donations management when in informing the public during a disaster.
Municipality of Anchorage

Part 3: Functional Annexes

Comprehensive Emergency Operations Plan

The Functional Annex is designed to outline and highlight key functional area operations such as mass care, medical response or evacuation. The annex provides general oversight and guidance to perform the specific function.
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ANNEX A: PUBLIC INFORMATION, ALERT AND WARNING

Purpose

The purpose of this annex is to outline the process the Municipality of Anchorage uses to disseminate information and warn the public during a disaster or emergency. It involves developing, coordinating, and disseminating information to the public, coordinating officials, incident management and responders effectively under all hazard conditions across the Municipality of Anchorage.

Scope

This annex covers the process by which the public is provided critical information affecting life-safety during a disaster or major emergency. Public alerts and warnings inform the public of the possibility of an impending emergency or warn them of hazardous conditions and actions to be taken to protect life and property. However, many of the hazards the population may be exposed to result from conditions that emerge with little to no warning. Keeping the public informed with the timely dissemination of critical information can help minimize the impact and protect the population from hazardous conditions.

Planning Assumptions

- Requirements for critical information will increase during an emergency or disaster.
- No-notice events where early warning is not possible will expose the population to hazardous conditions for which they may or may not be prepared.
- Damage to the telecommunications infrastructure and architecture will hamper the collection of critical information and its dissemination to the public.
- Information gaps will likely be filled with inaccurate information or rumors that may serve to shape public opinion or actions.
- Multiple agencies and organizations will communicate with the public using a variety of methods during an emergency or disaster.
- The non-English speaking population may have difficulty in obtaining and understanding important public safety information during an emergency or disaster.
- Individuals who have functional hearing or visual disabilities will also have difficulty obtaining important public safety information and may be at increased risk.
- A limited ability to target specific areas within the MOA for warning or alert will impact the timeliness of residents receiving notice of impending hazardous conditions.
- Public messaging directing survivors to support areas would require creativity due to the damage to communications infrastructure.
- Continuous information flow about the incident is critical for community members in the shelter system.
Concept of Operations

- **Critical Public Information**

Critical Public Information during a disaster or emergency is the vital public safety information the population needs in order to protect itself from hazardous conditions from the onset of an incident or event. For purposes of this plan, Critical Public Information can be categorized as either specific information about the hazard (weather and air quality reports, location of hazardous spills, wildfire areas, etc.) or information and instructions about protective measures the population should take (restricted areas to avoid, shelter locations or sheltering in place, evacuation routes, etc.).

- **Department Public Information Officers (PIO)**

On a day-to-day basis, MOA Department level PIOs serve as a spokesperson that provides information to the public about on-going operations with which their respective departments are involved. In some cases PIOs also serve as Public Relations personnel to help manage public perceptions about departmental activities. During low-level emergencies, PIOs provide critical public information via on-site interviews, through various forms of social media, and at scheduled public meetings. Department PIOs may also serve as part of the Joint Information Center when it is activated.

- **Joint Information System (JIS):**

Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations.

The mission of the JIS is to:

1. provide a structure and system for developing and delivering coordinated interagency messages
2. develop, recommend, and execute public information plans and strategies on behalf of the Incident Commander
3. advise the Incident Commander concerning public affairs issues that could affect a response effort
4. control rumors and inaccurate information that could undermine public confidence in the emergency response effort

- **Joint Information Center (JIC):**

A Joint Information Center is activated when an event occurs, or an incident reaches a level where multiple agencies are involved in a coordinated response. Since a JIC manages information directly related to response operations, it is located in proximity to the Incident Command Post or the location where command and control are coordinated. One of the essential functions of the JIC is media management. In most cases, the media will want to be in proximity to the event so a JIC must be staffed with personnel skilled in interacting with the media. When activated, a JIC must also closely coordinate its activities with the Public Information Center located at the EOC.

A JIC is also usually activated whenever a Unified Command has been established. Regardless of the conditions under which it is activated, the purpose of a JIC is to ensure the public receives timely and accurate critical information derived from multiple sources. The JIC helps ensure that each agency involved in the response is consistent in their public messaging and serves as a clearing house for vetting information. Activation of a JIC does not necessarily require activation of the EOC. A JIC may also operate virtually in whole or part depending on conditions and agencies involved.

3-6 Annex A: Public Information, Alert and Warning
• **Public Information Center (PIC):**

The Public Information Center is defined as the location where the MOA collects, analyses, reviews, and disseminates information necessary to ensure the general welfare and safety of the public during disasters and emergencies. The primary methods the PIC uses to disseminate information to the public is through broadcast media, print media, web / internet, and social media (See appendix A for Pic organizational Structure). PIC operations include the following:

- Respond to inquiries from the news media and the public.
- Monitor the news media to detect and correct misinformation and to identify emerging trends or issues.
- Advise EOC Manager on public information issues.
- Manage the release of emergency public information and warnings.
- Coordinate, clear with appropriate authorities, and disseminate accurate and timely information related to the incident.

**Single Incident:**

For single incidents, not requiring EOC activation, Public Information is managed on-scene by the lead responding agency Incident Command or PIO. Engagement with the media is expected to occur at or near the scene.

![Single Incident Diagram](image-url)

*Figure 3-1: Public Information Single Incident*
Single Complex Incident:
Complex single incidents that have multiple non-municipal agencies involved in response may establish a JIC as part of a Unified Command. Direct engagement with the media is expected to occur at or near the scene as well. If the EOC is also activated the PIC may also be established as well. While the on-scene PIOs and JIC would engage the media directly, the PIC would support public information management by providing information through the 2-1-1 Call Center, social media, and emergency conditions hotline. The PIC would also coordinate activation of the Emergency Alert System if required.

Figure 3-2: Public Information Single Complex Incident
**Wide-spread and Catastrophic events**

During widespread events when an Area Command and a JIC has been established, the EOC and the PIC will also be activated. In these cases, the PIC serves as an extension of the JIC providing critical public information to the local population. Close coordination between the JIC and the PIC is crucial to ensure consistency of public messaging.

**Widespread and Catastrophic Events**

```
  SEOC
   |
   v
  JIC
   |
   v
MOA EOC
   |
   v
PIC
   |
   v
2-1-1 Call Center
   |
   v
Emergency Conditions Line
   |
   v
Website
   |
   v
Social Media
   |
   v
Public Announcements
   |
   v
EAS Activation

Incident Command
   |
   v
Incident PIO
   |
   v
Incident Command
   |
   v
Incident PIO
   |
   v
Incident Command
   |
   v
Incident PIO
   |
   v
Incident Command
   |
   v
Incident PIO
```

*Figure3-3: Public Information Widespread Incident*
Critical Public Information Dissemination

The primary means of distributing critical information to the public during an emergency or disaster is through local broadcast media. Social media may also be utilized and helps reach a broader cross-section of the public. Using multiple methods of disseminating information makes it more likely the public will receive the information. Also important is the need to address non-English speaking populations either through their community leaders or through organizations that provide interpretive services.

Informing Functional and Access Needs Populations

There are special considerations for informing the segment of the population that have functional hearing and vision disabilities. JIC outreach to advocacy organizations that support and provide accommodation to those who have functional vision or hearing disabilities will help ensure the critical information is received.

Managing Public Perception & Trust

Public perception plays an important role in public information, notification, alert and warning. Credibility and accuracy will be crucial in the public's perception of an event. Utilizing crisis and emergency risk communication principles to disseminate critical information to alert the media, public, and other stakeholders to the potential hazards will help manage and nurture public trust. Trust plays a central role in decision-making processes and compliance rates among message recipients as individuals are more likely to follow instructions given by someone they trust.

211 Call Center

Co-located at the Emergency Operations Center, United Way's 2-1-1 acts as a statewide social service referral agency during normal operating hours. During an emergency, the MOA may request 2-1-1 service as an information dissemination center for the EOC. The JIC provides the Call Center critical information in the form of talking points for release to the public. Likewise the Call Center provides critical information to the JIC regarding the condition of the population. As with the JIC, operations at the Call Center are scaled to the level of the emergency.

Alert and Warning Systems

Emergency Alert System (EAS)

The primary means for warning the Anchorage Bowl population is the Emergency Alert System. To notify the Anchorage population of an event or impending hazardous conditions, the Emergency Alert System is activated either by the National Weather Service or the State Emergency Operation Center (SEOC). This system may also be activated at the federal level in times of a national emergency or crisis. This system provides bulletins and alerts to the public primarily through broadcast media. However, public authorities in some areas may transmit alerts and bulletins via social media networks using the Integrated Public Alert Warning System (IPAWS). While the MOA may transmit critical public information via social networks, it is not done in conjunction with the IPAWS network.

EAS Activation

EAS activation requires Mayoral approval or acting in his stead, approval of the Municipal Manager. The request for activation is forwarded from the Office of Emergency Management or the EOC if operational to either the State Emergency Operation Center or the National Weather Service Office in Anchorage.
• **Sirens and other Audible Alert and Warning Measures**

The MOA does not have sirens or other wide area audible warnings to alert the population to hazardous conditions. In areas that require evacuation, residents are warned through door-to-door notification by APD or AFD personnel. Mobile public address systems may also be employed by emergency personnel to help warn the population of impending hazardous conditions and/or the need to evacuate.

• **Area Signage**

Area signage may also be used to warn the population of hazardous or restricted areas, evacuation routes, shelter locations, and other important instructions. Where feasible, area signage would include important posted information in multiple languages.

• **National Weather Service (NWS)**

NWS operates a continuous radio broadcast primarily for weather forecasts and river conditions. NWS can also activate the EAS by commercial telephone on a statewide, regional, or jurisdiction basis in order to warn the general public of impending weather-related disasters as well as other types of emergencies (i.e. chemical incidents).

• **KFQD 750 AM**

Since normal broadcast media programming and social media networking sites may be disrupted during an emergency or disaster, tuning to KFQD 750 AM will provide the listener with continuous critical public information updates.

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**Roles & Responsibilities of Key Agencies**

• **Office of Emergency Management (OEM)**
  - Identify and conduct pre-disaster planning and outreach with special needs advocacy groups and community leaders of non-English speaking segments of the population to establish emergency public information networks.
  - Monitor information sharing networks for alerts, warnings, and other notifications of hazards affecting the MOA.
  - Maintain a website and emergency conditions telephone hotline to help keep the public informed regarding emerging hazardous conditions.

• **Emergency Operations Center (EOC) / Joint Information Center (JIC)**
  - When activated, maintains and provides situational awareness of events so the public can be accurately informed.
  - Coordinates the collection and vetting of information from multiple sources.
  - Oversees the distribution of critical information to the public through the media, social networking sites, press conferences, interviews, and the EAS during multi-agency response operations.
  - Coordinates information sharing activities with partner agencies PIOs (Red Cross, Salvation Army, local hospitals, volunteer groups, etc.)
  - Develops talking points for the 2-1-1 Information Center.
  - Coordinates information sharing requirements with State and Federal agencies during a major disaster.
• Municipal Departments and PIOs
  • Coordinate the distribution of information to the public for conditions where the individual department is the lead.
  • Participate as a member of the JIC when activated.

• United Way Alaska 2-1-1
  • Provides a scaled response to support EOC operational requirements.
  • Assists the JIC in providing critical information to the public by serving as an Information Center.
  • Forwards caller information on emergency conditions to the JIC and the EOC.
ANNEX B: COMMUNICATIONS

Purpose

The purpose of this annex is to describe how the MOA will maintain emergency communications through the Anchorage Wide Area Radio Network (AWARN) and other means during a disaster. Communications are a critical function to assist emergency response and ensure the delivery of essential services.

Scope

This annex provides an overview of how the AWARN system operates and describes other communications resources that can be employed during emergencies and disasters. The MOA maintains an internal communications system to ensure expedient transmission of information, provide a common operating picture (COP), and facilitate accessibility to emergency resources.

Planning Assumptions

- All state and federal assistance is coordinated through the State Emergency Operations Center (SEOC).
- Most cell phone towers in Southcentral Alaska would be out of service making damage reporting and requests for fire and EMS services nearly impossible.
- Landlines are down and equipment has been damaged.
- Responders will use plain English communications for all interagency public safety operations affecting the Municipality.
- A common operating picture will be established across agencies through communication of situation reports, damage assessments, and other information or intelligence.
- Regular communication systems will be used as much as possible during an emergency.
- When the scope of an emergency exceeds regular communications capacity, emergency response communications will be given priority use of communication resources.
- The Municipality will maintain its tactical interoperable radio communications capability by using common equipment or a gateway between dissimilar systems that will be rapidly deployable at any time and operational within one hour of an incident’s occurrence.
- The Municipality will use local amateur radio operators to augment emergency communications capabilities.

Concept of Operations

Effective response operations require interoperable communications at all levels of government and among organizations and agencies from the local level through national response managers, the public, and industry. Following an incident, normal communications may be severely impacted. The MOA must work closely with private, state and federal resources to prioritize communications systems and restore
Communications as quickly as possible.

Communications within the MOA are divided into two components: communications infrastructure and the communication and information sharing process.

- **Infrastructure**

Communications infrastructure within the MOA are the physical means by which information is transmitted and received. The infrastructure consists of radios, phones, repeaters, and all other physical infrastructure required for communications within the MOA.

State and federal agencies, including the Alaska Department of Military and Veteran Affairs, Division of Homeland Security and Emergency Management (DHS&EM), U.S. Armed Forces Alaska Command, and other federal agencies maintain communications equipment in Anchorage. The Bureau of Land Management, Alaska Fire Service, maintains a fire warehouse in Fairbanks with a number of radio kits, as well as communications support technicians that can be utilized in the event of a declared disaster emergency. All requests for federal radio kits and support must go through the DHS&EM.

- **Satellite Phones (Satphones)**

The use of Satphones between and among agencies or organizations may be necessary to ensure critical information can be shared in a timely manner. Satphones are not intended to replace AWARN radios but rather to enhance overall situational awareness and communications with agencies that do not have the AWARN / ALMR capability. All MOA departments and responding agencies should evaluate their communications requirements to determine when satphone capabilities may be necessary.

- **Amateur Radio Emergency Service (ARES)**

ARES is a corps of trained amateur radio operator volunteers organized to assist in public service and emergency communications. It is organized and sponsored by the American Radio Relay League. ARES provides additional communications capabilities when activated as part of the EOC.

- **Government Emergency Telephone Service (GETS):**

GETS supports federal, state, local, and tribal government, industry, and non-governmental organization (NGO) personnel during crisis or emergencies by providing emergency access and priority processing for local and long distance telephone calls on the public switched telephone network. GETS may be employed by authorized MOA personnel during an emergency or crisis situation when the public switched telephone network is congested and the probability of completing a call over normal or other alternate telecommunication means is reduced.

- **Anchorage Wide Area Radio System (AWARN)**

AWARN is the trunked radio system used by the MOA for day-to-day and emergency communications for first responders. The AWARN system consists of 15 channel simulcast at 700MHz over six (6) radio sites with 4-6 channels throughout the Anchorage Bowl.

AWARN also allows for interoperable communications with other State agencies outside the MOA via the Alaskan Land Mobile Radio Repeater (ALMR) system. The AWARN repeater sites run on 24 volt batteries which will ensure the site is operational for hours if power is lost. Back-up power is provided by on-site generators designed to start
automatically within moments of a loss of normal power. The back-up generators undergo a weekly test to ensure they are capable of meeting demands.

- **Mobile Communications Vehicles**
To enhance interoperable communications for incident response, both the Anchorage Police and Fire Departments have the capability to deploy mobile communications vans. These vans are designed to support tactical level communications during an emergency or crisis.

- **Communication and Information Sharing**
During an emergency the EOC establishes and maintains situational awareness by gathering and processing critical information from MOA Department Operations Centers (DOC). Incident Responders, and Supporting Agencies. Critical information is used by key decision makers to establish priorities, allocate resources, request assistance, and keep responding agencies from working at cross purposes. The Damage Assessment Annex provides detailed information on Critical Information that should be relayed to the EOC by supporting agencies or DOCs.

Generally critical information can be described by the following:

- Status reports on MOA facilities
- Casualty / fatality numbers
- Requests for assistance, specialized equipment or capabilities
- Damage to facilities, critical corridors /roadways, and critical infrastructure
- Location of evacuated or hazardous areas or areas with a persistent threat.
- Any information directly affecting life-safety of the population

The information gathering and collection diagram (See Figure 3-1) is the information process flow to and within the EOC.
Figure 3-4: Critical Information Flow Process
Roles and Responsibilities of Key Agencies

- **Anchorage Office of Emergency Management / Emergency Operations Center**
  - Coordinate overall disaster response during a major emergency or disaster.
  - Secure additional resources through state and federal agencies as needed.
  - Coordinate with and support requests from field agencies during a major emergency or disaster.
  - Ensures a system of emergency power generation at the EOC.
  - The MOA maintains a small cache of radios at the EOC to support EOC and response operations.

- **Information Technology Department**
  - Ensures that all municipal agencies consider emergency communications requirements when upgrading telephone and computer systems.
  - Provides damage assessment to the EOC regarding status of municipal telephone and computer systems.
  - Provides technical assistance to EOC staff and provides representatives to the EOC to support telephone and computer systems during an emergency.
  - Coordinates with local communications utilities and other entities as directed by the EOC to restore municipal telephone and computer systems after a disaster.
  - Coordinate with the EOC for power restoration.

- **Public Works, Communications and Electronics Section**
  - Assume strategic long-term planning for emergency communications and interoperability standards.
  - Maintain inventories of communications resources including equipment, frequencies, and locations of repeaters and communications towers.
  - Acts as the lead agency in coordination with the OEM to ensure the availability of emergency communications and compliance with interoperability standards.
  - Maintain cached radios.
  - Assists Amateur Radio Emergency Services in its support of the emergency communications system in the EOC as able.
  - Maintains and services emergency communications systems and provides recommendations to the EOC for upgrades as needed.
  - Ensures that all municipal agencies consider emergency communications requirements when upgrading communications systems.
  - Provides damage assessment to the EOC regarding status of communications systems.
  - Provides technical assistance to EOC staff and provides representatives to
the EOC to support communications systems during an emergency.

- Coordinates with local communications utilities and other entities as directed by the EOC.
- Assists area hospitals in HEARNet operations.
- Communications plan development and interoperability support.

**Public Works, Facility Maintenance Section**

- Coordinate necessary backup power generation for all support facilities in advance and during an emergency.
- Technical support of primary and secondary PSAP and AFD/APD dispatch services.
- Support facility operations.

**Municipal Light and Power, Communications Shop**

- Coordinate with the Communications Unit at the EOC to restore any lost municipal communications systems.
- Support and augment activities for AWARN and communications and electronics section

**Police Department**

- Provide 911 emergency services for the Municipality.
- Act as the primary PSAP.

**Fire Department**

- Assists with 911 emergency services for the Municipality.
- Support APD backup dispatch services.
- Act as secondary Public Safety Answering Point (PSAP).

**Amateur Radio Emergency Services**

- Provide equipment and resources to enhance emergency communications capabilities between the EOC, congregate care facilities, incident sites, command posts, hospitals, and other critical locations.
- Support the public information branch with communications operations as needed.

**Primary MOA Communications Vendors**

- Provide equipment and technical support for various communications platforms.
- Provide subject matter expertise to the MOA during response operations.
ANNEX C: EVACUATION

Purpose
The purpose of this annex is to provide for the orderly and coordinated evacuation of any part of the population from one area of the city to another. This type of evacuation, or area-to-area evacuation, is generally in response to a localized incident within Municipal boundaries. A Municipal-wide evacuation would be a significant event where all or a large segment of the population is evacuated beyond Municipal boundaries. Although unlikely, an evacuation of this size would require significant State or Federal assistance and be of national significance.

Should such an event occur, the Municipality would work closely with State and Federal agencies to develop and implement a comprehensive evacuation and mass care plan.

Scope
This annex covers how evacuations within the Anchorage Bowl will be coordinated and executed during an emergency or disaster. An evacuation is an organized, phased and supervised withdrawal, dispersal or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas. Hazards that may create conditions where an area-to-area evacuation is required include wildfire, hazardous materials release, flooding or significant seismic events.

This Annex primarily addresses evacuation under three conditions:

A spontaneous evacuation occurs when residents or citizens in threatened areas observe an incident or receive unofficial word of an actual or perceived threat and without receiving instructions elect to evacuate the area. Their movement, means, and direction of travel are unorganized and unsupervised.

A voluntary evacuation order is a warning to persons within a designated area that a threat to life and property exists or is likely to exist in the immediate future. Individuals issued this type of warning are not required to evacuate. However, it may be to their advantage to do so.

A mandatory or directed evacuation order is a warning to persons within the designated area that an imminent threat to life and property exists and individuals must evacuate in accordance with the instructions of local officials.

Planning Assumptions

- Conveying timely and accurate information regarding the nature of the threat and evacuation procedures to the public is critical in this type of emergency as well as close coordination with neighboring jurisdictions.

- Citizens will likely self-evacuate from a known hazard area prior to MOA direction.

- Some citizens will not self-evacuate and will choose to stay-in-place regardless of MOA direction.

- Owners with domestic animals may hesitate evacuating until pet sheltering is provided.

- Evacuation of people is a time consuming and complex operational process requiring significant manpower and transportation resources.
- Functional and Access Needs populations will require additional resources and significant manpower.
- Evacuees will often evacuate with large vehicles or other vehicles deemed critical by the evacuee (such as boats and RV’s) that will impact the speed and efficiency of a large scale movement of people.
- The Mayor has sole authority to order a Municipal-wide evacuation.
- Municipal-wide evacuations will require significant assistance from the State and Federal government. A local Emergency Proclamation or Disaster Declaration will likely be in effect or in the process of being implemented.
- People would evacuate without their prescription medications or their durable medical equipment.
- Emergency routes are limited hindering a significant out-migration of people who require emergency housing and support at their destinations.
- Affected populations will require transportation to mass care response operations areas.

**Concept of Operations**

- **EOC Activation**

The EOC will be either partially or fully activated depending on the scale of the event. The response to an event that requires an area-to-area evacuation has the potential to grow in size and duration depending on the type of hazard. A Local Emergency Proclamation or State Disaster declaration may or may not be in effect.

The diagram illustrates the EOC evacuation coordination measures.

---

**Figure 3-5: EOC Evacuation Coordination Measures**

- **Area-to-Area Evacuations**

Area-to-area evacuations are initially managed by the on-scene Incident Commander who will immediately notify the OEM through APD / AFD Dispatch when the scale of the evacuation exceeds a threshold of four households or twenty-five people. An area-to-area evacuation requires a well-coordinated multi-agency response by the MOA. The Mayor, Chief of Police, Fire Chief, Municipal Manager, senior law enforcement and fire service officials, or public health official at the scene of an emergency have authority to order an evacuation in response to a public safety or health threat.
• **Complex Incidents & Multi-Agency Response**

During complex emergencies where there is a response to multiple incidents within the MOA occurring simultaneously, a Joint or Unified Command structure may be put in place. Careful and close coordination is required between the Incident Command and the Anchorage Emergency Operations Center. In some instances, such as an airline crash or railroad hazardous material incident where evacuations are required, multiple agencies may each establish an emergency operations center to coordinate their response. Care must be exercised to ensure each agency’s roles and responsibilities are clearly identified or whenever a Joint or Unified Command is established. The exchange of liaison personnel among agencies will facilitate effective communications.

• **Incident Command**

AFD will be the primary agency to act as Incident Command during a response where evacuations are required.

The Incident Command will identify the areas to be evacuated, the evacuation routes, equipment staging areas, and evacuee assembly areas. Oversight of all staging and assembly areas is coordinated by the Incident Command.

• **Implied Consent**

Emergency personnel will assume implied consent for evacuation of those individuals who fall into the category of minors, mentally disabled, incapacitated, or impaired judgment due to injury.

• **Refusal to Evacuate**

Persons that refuse to obey official evacuation orders can be charged with a misdemeanor under Alaska Statute 18.70.075.

• **Security & Re-entry**

APD will coordinate security along evacuation ingress / egress routes within the Municipality, at all staging and assembly areas, and at MOA designated shelters. Authorization to enter an evacuated area will be at the discretion of the Incident Commander. Individuals requesting access must present incident security personnel with government issued identification. Media entry to evacuated areas requires valid press credentials as well.

• **Vehicles**

Both public and private vehicles will be in use during an evacuation. This will include privately-owned assets such as cars, campers, and trailers, as well as Municipal public transportation resources and transportation resources provided by State or Federal agencies. The expected increase in traffic will significantly increase travel time and road-congestion.

• **Traffic Routing**

Emergency ingress and egress routes will be designated by the Incident Command. The status of road conditions, current and projected weather, estimated volume of traffic, location of evacuation assembly areas, and areas affected by the hazard will be considered in evacuation route planning.

• **Rail and Air Traffic**

Rail and air transport may also be in use during a Municipal-wide evacuation. Close coordination with the State agencies overseeing these modes of travel will be required.
• **Public Information and Warning**

The MOA will coordinate emergency notifications for the general population and special needs populations. Public information and warnings are made through the Emergency Alert System, door-to-door notifications, open captioning, multi-lingual messages and signage, mobile loudspeakers, and other available broadcast means. The Public Information and Warning Annex provides guidelines for informing the public during a disaster or emergency.

• **Functional and Access Needs & Disaster Registry**

In order to ensure equal access to emergency services, the MOA considers the unique requirements of functional and access needs populations during an evacuation and subsequent sheltering. The primary intent of the Disaster Registry is to aid first responders in locating residents who require evacuation assistance when there is an imminent threat to life safety. The Disaster Registry is for residents that have a disability or mobility condition as defined by the Americans with Disabilities Act that makes timely evacuation without physical assistance and/or para-transit services impossible.

• **Adult Day Care / Child Care and Assisted Living Facilities**

The State of Alaska, Division of Public Health, Licensing and Certification Section, requires all Adult Day Care / Child Care and assisted living facilities to have emergency response plans that include evacuation procedures. Evacuating these types of facilities will pose unique challenges for both response personnel and care-giver staff. Residents that have mobility limitations or have special care requirements will be at the greatest risk both during the evacuation and at temporary reception centers or sheltering facilities. Adequate services for residents of assisted living facilities may not be immediately available after evacuation. The evacuation of multiple assisted care facilities will further strain specialized transportation resources and services at follow-on shelter facilities (See Figure 3-2).
Figure 3-6: Residential Facilities Evacuation

Notification protocols for Evacuation of Assisted Care Facilities

In the event of an evacuation of an assisted living facility, multiple agencies must be involved to ensure evacuated residents receive appropriate care. To ensure these agencies are informed, special notification protocols are activated (See Figure 3-2.)

- **Visitor Populations**

A large seasonal visitor population may also become displaced during an evacuation and increase transportation and sheltering requirements. In many instances, visitor populations may consist of significant numbers of non-English speaking individuals.

- **Domestic Animals**

Protection of human life is the immediate goal of municipal emergency responders. During a disaster or emergency, APD and AFD are not responsible for the rescue, evacuation, sheltering, or welfare of animals. However, the MOA will support movement of evacuees transporting domestic household pets or service animals on Municipal Public Transportation provided residents are able to evacuate their pets in a manner that does not threaten the safety or welfare of other evacuees. The care and safety of livestock remains the responsibility of the owner during an emergency or disaster. The Alaska Zoo is responsible for maintaining plans for the care of its animals during an emergency or disaster.
• **Anchorage School District**
  The Anchorage School district will exercise its plan to evacuate students to pre-designated shelters during area-to-area evacuations.

• **Commercial Activities**
  Commercial activities in areas to be evacuated may increase the requirement for transportation support or will affect traffic flow on planned evacuation routes.

• **Evacuation from the Port of Anchorage (POA)**
  The POA maintains emergency response plans that include evacuation of Port facilities. The POA will coordinate evacuation of its facilities with the on-scene incident command and the MOA EOC/OEM. Special consideration for hazardous materials handling and decontamination will be a consideration during evacuations from the Port.

• **Evacuation of State, Federal, or Military Facilities within Jurisdictional Boundaries**
  The Alaska Railroad, Ted Stevens Anchorage International Airport, and other State / Federal and Military agencies maintain plans for orderly evacuation of their respective facilities. Support from the MOA will be in accordance with pre-established mutual aid agreements and coordinated through the MOA OEM/EOC.

• **Evacuee Registration & Family Reunification**
  During an area-to-area evacuation, the American Red Cross will be the lead agency for providing evacuee registration and family reunification services.
Roles & Responsibilities of Key Agencies:

- **Anchorage Office of Emergency Management (OEM)**
  - Coordinates pre-disaster planning and training with lead and support agencies.
  - Coordinates with partner agencies for the development of plans and policies that support the Municipality’s Evacuation Plan. Maintains contact lists with these support agencies.
  - Coordinates with the MOA Department of Public Transportation to maintain a Disaster Registry to identify Functional and Access Needs Populations that may require assistance during an evacuation.

- **Anchorage Emergency Operations Center (EOC)**
  - Assumes strategic long-term planning for evacuations within the boundaries of the Municipality.
  - Coordinates evacuation planning and response operations with the on-scene Incident Command.
  - Secures additional resources through State and Federal agencies to support evacuation operations, as needed.
  - Coordinates with supporting agencies to establish an evacuee database.
  - Coordinates with the Anchorage Police and Fire Departments for support of evacuation planning and response operations.
  - Coordinates with Anchorage Police and Fire departments to establish re-entry procedures when conditions warrant.
  - Coordinates with local public / private transportation agencies to support the movement of evacuees.
  - Coordinates with the Anchorage School District for transportation support, as feasible.
  - Coordinates with State of Alaska Department of Transportation to support evacuation routing and to determine the accessibility of state-maintained roadways.
  - Coordinates with the MOA Traffic Divisions for the installation of traffic control signs, flashers, barricades, and management of existing traffic signals to facilitate orderly flow during an evacuation.
  - Coordinates with the on-scene Incident Command to identify and establish evacuation routes, equipment staging areas, detour routes, and road closures.
  - Coordinates with neighboring jurisdictions to identify and establish evacuation routes beyond MOA jurisdictional boundaries.
  - Coordinates with the POA regarding the evacuation of Port facilities or evacuation routing through the Port area.
  - Coordinates with neighboring jurisdictions, private bus companies, private tour companies and military buses to augment Municipal-owned mass
transportation resources utilized during emergency evacuation operations.

- Coordinates with Alaska Railroad for evacuation transportation support if required.
- Supports the implementation of the Mass Care Plan to include the establishment of shelters / pet shelters and Alternate Care Sites.
- Coordinates with the Public Information Officer to ensure functional and access needs populations are included in all public warnings.
- Coordinates with EOC GIS / Mapping Section to review the Disaster Registry and identify functional and access needs populations in the affected areas.
- Identifies functional and access needs populations registered in the Disaster Registry to confirm requirements for evacuation assistance.
- Coordinates support for requests from registered functional and access needs populations for evacuation assistance.

- **Municipality of Anchorage Public Transportation Department**
  - Provides transportation support for Municipal-wide and area-to-area evacuation.
  - Supports the evacuation of functional and access needs populations identified in the MOA Disaster Registry.

- **Municipality of Anchorage Police Department (APD)**
  - Orders evacuations whenever necessary to protect lives and property.
  - Provides appropriate staff representation and liaison personnel to the EOC.
  - Provides basic policing functions to ensure an orderly flow during an evacuation to include initial on-scene evacuations, maintaining public order, crowd control, and incident response functions as part of a Joint or Unified Command.
  - Supports the door-to-door notification process for evacuations.
  - Coordinates with the EOC and the Anchorage Fire Department during evacuation planning and for reentry procedures when conditions permit.
  - Coordinates with the Anchorage Fire Department for the security, management and oversight of all equipment staging areas and evacuee assembly areas.
  - Coordinates with the EOC regarding functional and access needs populations requiring evacuation assistance.
  - Coordinates with the EOC to provide reconnaissance of the evacuation routes and damage assessments of the evacuated areas.
  - Assists with public warnings and dissemination of public information and evacuation instructions.
  - Oversees control access points to evacuated areas.
  - Identifies and coordinates removal of stalled or abandoned vehicles that may inhibit traffic flow during evacuation.
• Coordinates with State and neighboring law enforcement agencies to activate mutual aid agreements.

• Coordinates with the Anchorage Fire Department to develop a security patrol plan for evacuated neighborhoods.

**Municipality of Anchorage Fire Department (AFD)**

• Orders evacuations whenever necessary to protect lives and property.

• Provides appropriate staff representation and liaison personnel to the EOC.

• Coordinates with the Incident Command to identify evacuation areas and oversees the establishment of ingress / egress routes, equipment staging areas, and evacuee assembly areas.

• Coordinates with APD for the security, management, and oversight of all equipment staging areas and evacuee assembly areas.

• Forwards hazardous conditions reports and damage assessments of the affected areas to the EOC.

• Coordinates with the EOC regarding functional and access needs populations requiring evacuation assistance.

• Supports public warnings and dissemination of evacuation instructions.

• Coordinates with adjacent jurisdictions and other support agencies to activate mutual aid agreements.

• Coordinates with the Anchorage Police Department to develop a security patrol plan for evacuated neighborhoods.

**Health and Human Services Department (DHHS)**

• Orders evacuations whenever necessary to protect lives and property.

• Provides appropriate staff representation and liaison personnel to the EOC.

• Supports the implementation of the Mass Care Plan to include the establishment of shelters / pet shelters and Alternate Care Sites.

• Monitors air quality and issues public warnings as appropriate.

• Coordinates support for functional and access needs populations in evacuation areas.

**Health & Human Services Department, Animal Care and Control Center**

• Provides appropriate representation and liaison personnel to the EOC.

• Acts as overall coordinator of the Municipality’s Disaster Domestic Animal Care Plan and coordinates pet sheltering requirements for evacuees.

• Coordinates with volunteer organizations for the establishment and staffing of temporary pet shelters.

• Coordinates contract services to support the Municipality’s Disaster Domestic Animal Care Plan.

**Anchorage School District (ASD)**

• Coordinates the safe evacuation of students and staff and advises the EOC.
regarding evacuation assembly areas and/or sheltering locations of students and staff.

- Augments MOA evacuation efforts when school is not in session or after the needs of students and staff have been met.
- Supports the MOA Mass Care Plan and sheltering operations if required.
ANNEX D: MASS CARE

Purpose
The purpose of this annex is to describe how the MOA will provide Mass Care support during emergencies and disasters. Mass Care is likely the most difficult operation the MOA will perform during a large scale or catastrophic event. With the lack of infrastructure redundancy there is likely to be a disproportionate number of survivors seeking sheltering or feeding.

Scope
Mass Care in the MOA is identified in three distinct operations; Sheltering, Feeding, and Pet Sheltering.

• Sheltering
Sheltering is the function of providing a safe environment for survivors of an event. Sheltering can range from housing several people in a bus due to a localized event (such as an apartment fire) to catastrophic event sheltering of tens of thousands of survivors.

• Pet Sheltering
Pet sheltering is a distinct operation due to the requirements of locations, management and resources required.

• Feeding
Feeding operations are distinct from shelter operations as survivors may be safe to shelter in place but lack the operational infrastructure (power or gas) to provide food and water for themselves. This will require a large feeding operation that is not directly tied to sheltering.

Planning Assumptions

• Any emergency where residents are evacuated or become displaced will likely generate a requirement for sheltering.

• There may be requirements for sheltering during events that do meet the threshold for an Emergency Proclamation or State / Federal Disaster Declaration.

• During minor emergencies where there is limited displacement of residents and minimal disruption to critical services and infrastructure, sheltering services can largely be supported by the MOA with support from local partner agencies.

• A major catastrophic event such as an earthquake will require considerable outside assistance from state and federal agencies.

• The American Red Cross (ARC) coordinates temporary lodging for affected residents during smaller incidents where up to four (4) households or twenty-five (25) residents have been displaced.

• Private sector, volunteer organizations, state, and federal support would be needed to augment limited local sheltering requirements.

• Emergency shelters would need to be equipped and staffed to provide a
broad range of services to meet the diverse needs of the population, including the special support needs of children, senior citizens, non-English-speaking people, and those with functional and access needs, with or without service animals.

- Some disaster survivors would arrive at evacuation shelters with minor injuries, pre-existing chronic or contagious diseases, or other medical conditions that require evaluation and treatment or referral.
- Tourists and visitors staying in hotels or other accommodations that become uninhabitable would utilize evacuation shelters until transportation systems can support their evacuations.
- Some individuals who require assistance with their daily living tasks would arrive at emergency shelters without their caregivers, creating an additional burden for the shelter staff.
- Displaced residents would bring their household pets and service animals to the shelters.
- Emergency shelter sites may also serve as fixed feeding and bulk distribution locations for people sheltering-in-place in the neighborhood.
- Mobile kitchens would need access to working utilities or portable systems for power, potable water, wastewater and trash.
- Urban populations would not have sufficient food supplies to sustain them until mass feeding locations are established.
- Emergency shelters would require substantial mental health staff to minimize stress induced by the disaster and abnormal living conditions.
- Where imminent danger to life/safety is NOT a factor, residents should be prepared to shelter-in-place and be able to sustain themselves for up to seven days. Sheltering-in-place is the primary means for sheltering large segments of the population during a disaster.
- During major emergencies and disasters, significant portions of the displaced population will be considered vulnerable or functional and access needs populations and require sheltering accommodation to ensure equal access to emergency services.
- A large segment of the population will also have household pets that will require sheltering as well.
- Current family locator systems require either internet or telephone, which would not be available.
- Mass care commodities will include supplies for infants, children, and adults.
- Catastrophic incidents will require feeding, sheltering, and staging operations established outside the impact area due to accessibility.
- Shelters will experience small numbers of elderly populations with specific medication requirements.
SHELTERING OPERATIONS

- Anchorage Shelter Operations

The MOA has primary responsibility to provide mass care services for local citizens in the event of a disaster emergency, and through the planning described in this section are prepared to receive and care for people evacuated from an area directly impacted by a disaster emergency.

The requirements for mass care services vary depending upon the nature and phase of the disaster emergency. Shelter planning must provide for the need to shelter citizens in the local community, and also must plan to shelter individuals who are not from the local community but have been displaced by a disaster emergency and transported to the MOA.

Other long-term recovery phase mass care needs may include: kitchens to feed people; water supply stations; first aid stations; temporary housing in rental units, tents, hotels/motels, and mobile homes; hygiene facilities (portable toilets and showers); mail service; etc. Citizens requiring emergency medical services would receive those services from designated health care providers and not at mass care shelters.

During disaster emergency incidents, one or more mass care facilities (shelters), may be established to provide for the needs of the displaced members of the public. Shelters may be in place for several hours or several days, and may need to be moved depending on the nature of the incident.

- Concept of Operations

Activation

When an incident occurs that displaces residents, an initial sheltering assessment is made by the Office of Emergency Management or Emergency Operations Center, if activated, in conjunction with the American Red Cross. A shelter site will be selected based on the type of incident, the affected area, and expected number of displaced survivors. The initial assessment will also consider the need for temporary or initial reception centers based on weather conditions and requirements for pet sheltering. Sheltering for residents displaced from assisted living centers requires special consideration (See Figure 3-2 on page 23.)

Sheltering activation for minor events (see Figure 3-3) and for major events (see Figure 3- 4 on page 34) will be conducted by the OEM/EOC and the Alaska Red Cross.

Temporary Reception Centers

Temporary reception centers are established as a life saving measure to provide immediate relief from cold or hazardous conditions and as a safe haven while other facilities are being prepared to support sheltering operations. Public transit may also provide busses for use as a temporary reception center. State run organizations may also provide facilities to be used as temporary reception centers or a shelter facility. Additional temporary reception centers or sheltering facilities may also be provided by private organizations.
SHELTERING ACTIVATION PROTOCOL – MINOR INCIDENT

Figure 3-7: Shelter Activation Protocol, Minor Incident
SHELTERING ACTIVATION PROTOCOL – MAJOR EVENT

- Shelter Site Determination
  The shelter site will be determined by the facility's proximity to the affected area and potential hazards, capacity, accessibility, expected duration of use, and the facility's condition. Damage to critical infrastructure such as natural gas supply, electrical power, water supply, and road accessibility are also key factors for shelter locations. A damage survey will be conducted before a facility is activated as a shelter following a significant earthquake or whenever there is reason to believe the structural integrity of a facility has been compromised. Pet shelter locations will be selected based on their proximity to the general population shelter.

- Mobilization of Resources
  Once sheltering requirements have been identified and the facility and location determined, the shelter management team is notified via the American Red Cross (ARC). Other key agencies that support shelter operations are also notified by either the OEM or the EOC, if activated. The Shelter Management Team will determine if additional equipment and supplies are needed at the designated shelter site. Requests
for additional resources or support will be made by the Shelter Management Team through the OEM or EOC, if activated. Mobilization of State resources to support shelter operations is coordinated by the State DHS&EM / SEOC. Mobilization of Federal resources to support shelter operations is coordinated by FEMA Region X.

- **Monitoring Sheltering Requirements**

Sheltering requirements are monitored throughout an incident by the Red Cross during both minor emergencies where only a few households are displaced as well as more serious incidents where area evacuations are required. The Red Cross provides regular updates to OEM or EOC concerning the number of current shelter occupants or the requirement for an additional increase in shelter capacity. The 211 Call Center, when activated, also monitors requirements for sheltering and provides regular updates to OEM or EOC. The OEM, or EOC when activated, will coordinate the use of additional facilities to meet emerging shelter requirements during an incident.

- **Municipal Facilities as Shelters**

Municipal recreation centers will be used to meet sheltering requirements for smaller events of short duration. During larger events where entire neighborhoods or areas of the city are affected, designated public schools may be utilized in addition to recreation centers. Catastrophic events with significant levels of the population displaced may require the use of large facilities such as the Sullivan Arena, the Egan Center and the Dena'ina Center. During large disasters private organizations may also agree to provide sheltering within the limits of their capabilities.

- **Anchorage Public School Facilities as Shelters**

The use of specific Anchorage Public Schools for shelters may also be considered when conditions warrant. The Anchorage School District (ASD) has 22 schools designated as shelters. Close coordination with ASD is required prior to establishing a shelter for the general population at a public school facility. If an emergency occurs during school hours, the priority use for ASD facilities is to provide safety, shelter, and food for students, staff, and their families. Remaining ASD facilities, resources, and supplies are made available to the Municipality for shelter operations to support the general public. ASD conducts its own pre-disaster planning and training for emergency response operations and maintains pre-staged sheltering supplies at schools designated as shelters.

- **Shelter Management**

The MOA has a partnership agreement with the ARC to provide management for shelters designated by the MOA. Red Cross shelter managers are primarily trained volunteers that come from the surrounding communities. Trained municipal employees may also augment shelter management staff requirements when necessary. The Municipality also has a partnership agreement with the Salvation Army to provide feeding services at MOA designated shelters. Additional coordination would be made with the Anchorage School District to augment shelter feeding services if necessary when public schools are utilized.

- **Shelter Supplies and Sustainment**

Both the ARC and the MOA Department of Health and Human Services maintain portable sheltering support packages for approximately 150 people. Sheltering supplies are also pre-staged at specific MOA recreation centers. The ARC supports initial small-scale shelter operations through the use of a pre-provisioned mobile trailer that contains enough non-perishable supplies to accommodate basic shelter needs for up to 150
people for approximately 24 hours. The Anchorage School District maintains pre-staged sheltering supplies at 22 schools to support sheltering operations at these facilities. Most facilities designated as shelters would need to be resupplied with some commodities at least every 72 hours. Resupply and sustainment of designated shelters is coordinated by the OEM or EOC when activated.

- **Functional & Access Needs Populations**
  The MOA considers equal access to emergency services for people with functional disabilities and other access needs populations when designating facilities to serve as shelters. Accommodations for functional and access needs will be made to the maximum extent possible subject to available existing facility and staffing limitations. Shelter management will also strive to maintain family unit integrity within existing capabilities for special needs populations where feasible. Individuals with requirements that exceed shelter capabilities are referred to either a hospital or an alternate care site. Alternate care sites may be co-located inside an MOA designated general population shelter or located off-site.

- **Long Term Housing Needs**
  After a large scale disaster, adequate housing may be limited and require longer temporary shelter operations when there is severely damaged infrastructure. Temporary and long-term housing needs are coordinated through State and Federal agencies for long term recovery in state or federal declared disasters.

- **Demobilization**
  Shelters will be demobilized when the shelter requirement no longer exists or when the requirement can be more effectively managed by consolidating into fewer or smaller shelter facilities. Shelters may also be demobilized if the facility or conditions make it no longer suitable for use as a shelter due to damage or exposure to a hazard. The ARC will advise the MOA OEM or EOC when there is no longer a requirement for the shelter to remain open or if conditions otherwise warrant closure or relocation. During widespread or major disasters where State or Federal aid for MOA shelter operations is in use, the EOC will notify the appropriate coordinating agency when shelter requirements change or are no longer needed. The shelter management team will oversee the demobilization of MOA designated shelters. Retrograde of shelter equipment shall be overseen by the sourcing agency or organization.
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DOMESTIC PETS

• Purpose
The purpose of this Annex is to provide guidelines where conditions require the evacuation and sheltering of domestic household pets and service animals during an emergency or disaster.

• Scope
This Annex covers pet care sheltering for domestic household pets and service animals during major emergencies or disasters. This plan does not address sheltering of livestock, exotic species, nor animals with unique care requirements.

• Assumptions
  • Approximately 50% of Anchorage households will have pets or companion animals.
  • Many residents that must evacuate may not be able to continue to care for their pets.
  • Due to strong attachments to their pets, pet ownership may affect the behavior of a significant portion of the population during large scale disasters and emergencies.
  • Pet sheltering requirements will be significant and far exceed local capabilities during large scale emergencies and disasters.
  • Assistance from national animal care organizations may take days to mobilize and become operational.
  • The capabilities of local veterinary services and animal hospitals may be significantly degraded during a major emergency or disaster.
  • Individual volunteers and volunteer organizations will play a major role in disaster animal care.

• Concept of Operations

Pre-disaster Planning and Emergency Preparedness for Pets
Pet owners need to consider and include their household pets during pre-disaster emergency planning for their family’s needs. Plans for pets should include pet care supplies for sheltering-in-place, evacuation planning, pet medications and health records, and registration and ownership documentation needs. The Municipality of Anchorage (MOA), provides educational materials and conducts community outreach and training events to help citizens prepare their pets for emergencies and disasters.

Non-pet Animals and Livestock
Zoos, animal wildlife parks, humane society groups, laboratory and animal research facilities, are all responsible for developing contingency plans to support sheltering-in-place, evacuation, follow on sheltering, and care of their animal populations.

Small Scale Emergencies
During small scale emergencies where there is a minimum displacement of households, the pet owner is primarily responsible for coordinating emergency pet sheltering for their
animals.

**Temporary Pet Shelters**

Whenever there is a large emergency that displaces households, a significant pet sheltering requirement is also likely to emerge. Locally available pet care and boarding services may not be able to adequately support demand. In such instances the MOA may establish temporary pet shelters until such time as displaced residents can return to their homes or a national or state level animal care organization is able to be mobilized and respond. The establishment of temporary pet shelters must be closely monitored and coordinated with local veterinary service providers and volunteer groups that would operate the facility. In addition, the MOA would also coordinate with neighboring jurisdictions for potential additional support. However a widespread disaster is likely to increase pet sheltering requirements in neighboring jurisdictions as well.

**Large Scale Disasters and Emergencies**

Large scale disasters and emergencies will pose unique animal welfare and pet care requirements. When an event occurs that rises to a level where extended requirements for pet sheltering exist, the MOA may activate pre-existing agreements it has with national or state level disaster animal welfare organizations. While the services of these organizations will be invaluable in large scale events, it may take several days from initial notification for them to become operational. Likewise, a lack of surviving infrastructure and facilities to support large scale pet sheltering operations will require a robust initial footprint from organizations providing disaster animal care and pet sheltering.

- **Pet Shelter Facilities**

  The MOA may use Municipal facilities for pet shelters or contract suitable space through private agencies or animal care organizations. During a major disaster where there is significant widespread infrastructure damage, finding suitable facilities for sheltering both people and pets will be exceptionally challenging. While the MOA will endeavor to meet the needs of both, available surviving infrastructure must first be able to support the needs of the human population.

- **Transporting Pets**

  During an evacuation, pets and service animals may accompany their owner on transportation provided by the MOA as long as the animals remain under the control of the owner at all times and are not considered a threat to other vehicle occupants or their pets.

- **Disaster Veterinary Services**

  Local veterinary support will be crucial during both response and recovery phases of emergencies and disasters. The MOA will coordinate with local veterinarians to help address animal health issues associated with emergency and disaster conditions. Additionally the MOA will coordinate with State to request a Veterinary Medical Assistance Team (VMAT) when conditions warrant.
FOOD DISTRIBUTION AND NON-SHELTER FEEDING

• Purpose
The purpose of this section is to describe how the MOA will conduct food distribution and non-shelter feeding operations. Feeding operations will be challenging in the MOA during a large scale event due to loss of infrastructure and limited supply chain access.

• Scope
Feeding operations are conducted through numerous agencies and non-governmental organizations (NGOs). The Food Bank of Alaska, Salvation Army, and Alaska Red Cross are primary NGOs for feeding and food distribution.

• Assumptions
  • Degraded infrastructure will significantly hamper feeding operations
  • Feeding operations will be disproportionally larger than potential sheltering needs
  • Long term feeding operations will require a complex supply chain from outside of Anchorage to sustain operations

• Concept of Operations

Points of Distribution
Food will be distributed to non-shelter residents via points of distribution (PODs) or feeding centers (FCs) as designated by the Municipality.

Location and Operation of Food PODs
POD locations will be chosen based on the conditions and anticipated duration of the requirement. The location will also consider public accessibility, traffic flow, facility type, and security. Food PODs may be located at private facilities, Municipal, State, and Federal facilities, or school district facilities.

Congregate Feeding Centers
Feeding centers (FCs) may also be established to help provide on-site meal service to that segment of the population where obtaining food through the food POD system isn’t practical. These sites will primarily be established at facilities that have a food preparation capability as well as at sites that can be serviced by mobile kitchens or meal delivery services.

Operations & Staffing
PODs and FCs may be operated by private contractors, volunteer groups, Municipal employees, school district employees, local non-profit organizations, or other designated disaster relief groups.

Food delivery to POD and FC Sites
State and Federal assistance will be required for delivery of food to both POD and FC sites. Private contractors may also be used for this purpose as well. Once the food is received at the POD / FC site, distribution to citizens will be made by the POD / FC staff.
Roles & Responsibilities

- **Anchorage Office of Emergency Management (OEM)**
  - Develop and maintain a network and contact lists of partner agencies that support the MOA Sheltering Plan.
  - Coordinate pre-disaster planning and training for shelter response operations with partner agencies.
  - Maintain a shelter database of Municipal facilities designated as suitable for sheltering operations during an emergency or disaster.
  - Coordinate sheltering for small-scale emergencies of limited duration.
  - Coordinate with the ARC for shelter management and operations.
  - Coordinate with partner agencies for the development of plans and policies regarding sheltering operations.
  - Coordinate an annual survey of MOA facilities to ensure their continued suitability for use as a shelter, compliance with ADA Standards, and to verify current points of contact.
  - Maintain the Disaster Registry database for special needs populations to facilitate identification of special needs residents that may become displaced and require sheltering.

- **Anchorage Emergency Operations Center (EOC)**
  - Oversee strategic long-term planning and coordination of mass care needs within the MOA during an emergency or disaster.
  - Coordinate mass care services at the MOA designated shelters to include lodging, food, water, medical, sanitation, and security services.
  - Establish temporary reception centers pending activation of MOA designated shelters, as required.
  - Coordinate with the ARC for the management of MOA facilities activated as shelters.
  - Coordinate with the ASD for facilities to support sheltering operations.
  - Coordinate support for sustainment and resupply of MOA designated shelters.
  - Coordinate contract services for sanitation, waste removal, and food service support, if required, at designated MOA shelters.
  - Coordinate with AWWU and SWS for adequate sewage and solid waste disposal at MOA designated shelters.
  - Coordinate with DHHS to ensure food safety at MOA designated shelters.
  - Coordinate with DHHS for support of public health workers, nurses, and medical officers at MOA designated shelters if necessary.
  - Coordinate with private businesses and non-profit organizations for durable medical equipment and consumable medical supplies to support shelter operations.
• Ensure expeditious establishment of a communication link between the EOC ARC Shelter Coordinator and the ARC Shelter Manager.

• Coordinate public information support for sheltering operations. Ensure the requirements for special needs populations are addressed to include the visual and hearing impaired and those requiring translation services.

• Coordinate sheltering and care of domestic household pets and service animals.

• Coordinate local disaster veterinary services to support local response operations.

• When required, coordinate requests for Veterinary Medical Assistance Teams (VMAT) to augment local resources.

• Coordinate with adjacent jurisdictions for additional support when local veterinary and animal care resources are insufficient.

• Activate pre-existing agreements for disaster animal care support.

• Coordinate activate the Disaster Pet Care Volunteer Network when required.

• Coordinate public information regarding pet sheltering operations.

• Coordinate mobilization / de-mobilization of assets and resources supporting disaster pet care response.

• Coordinate with MOA Building Safety for damage assessments for all MOA designated shelter facilities.

• Coordinate with local hospitals for medical needs of special needs and mental health patients who cannot receive appropriate medical care at a public emergency shelter.

• Coordinate with Anchorage Community Mental Health for the delivery of behavioral health services at MOA designated shelters.

• Coordinate with the DHS&EM / SEOC for support that exceeds MOA capabilities.

• Advise the appropriate coordinating agencies when sheltering requirements change or when disestablishment or relocation of MOA designated shelters receiving State and Federal support is warranted.

• **American Red Cross of Alaska (ARC)**

  • Coordinate with OEM for pre-disaster shelter planning and training.

  • Provide on-site shelter management at all MOA activated shelter locations in accordance with the current edition of the American Red Cross Shelter Operations Guide.

  • Coordinate with OEM or EOC, if activated, for an initial assessment of sheltering requirements during an incident.

  • Continually monitor sheltering requirements and advise OEM or EOC of any increasing or decreasing need.

  • Monitor designated MOA shelters to identify and meet the short term basic requirements of functional needs populations.
• Identify unaccompanied minors in the shelter and follow ARC policy.
• Provide basic first aid, medical health assessments, and referrals at MOA designated shelters.
• Activate Safe & Well / Family Reunification Services.

• **Anchorage Department of Health and Human Services (DHHS)**
  • Coordinate with OEM for pre-disaster shelter and pet shelter planning and training.
  • Preposition deployable shelter and pet shelter supply trailers to augment support at MOA designated shelters and pet shelters when activated.
  • Coordinate with the appropriate agencies for the support of public health officials and health care workers at MOA designated shelters.
  • Conduct pre-disaster planning with the appropriate agencies to provide behavioral health services at MOA designated shelters.
  • Monitor food safety and general health conditions at MOA designated shelters.
  • Coordinate the deployment of local resources and establishment of Alternate Care Sites to support medical surge requirements.
  • Provide appropriate qualified representatives to serve as EOC Response Team members during EOC activations.
  • Coordinate pre-disaster outreach and education for disaster pet preparedness.
  • Conduct pre-disaster planning to identify local veterinary support and partner organizations to augment disaster pet sheltering capabilities.
  • Oversee the development of a Temporary Pet Shelter capability to be activated during emergencies and disasters

• **Anchorage School District (ASD)**
  • Conduct pre-disaster planning and training for shelter operations.
  • Provide for sheltering, feeding and safety of students, staff and their families at schools designated as shelter facilities in accordance with ASD policies.
  • Provide facility status reports to the MOA EOC.

• **Community Development, Building Safety**
  • Coordinate with OEM for pre-disaster shelter planning and training.
  • Coordinate with the EOC for damage surveys of MOA facilities to be designated as emergency shelters.
  • Maintain a record of all inspection reports.

• **Public Works, Maintenance & Operations**
  • Coordinate pre-disaster planning with OEM to identify MOA facilities suitable as shelters.
  • Coordinate contract sanitation support services at all MOA Facilities
designated as shelters if required.

- Coordinate with the appropriate agencies for emergency restoration of utility services and repairs at MOA facilities designated as MOA shelters.
- Provide MOA facility assessments to the MOA EOC.

- **Public Transportation**
  - Provide transportation support for displaced residents to MOA designated shelters in accordance with the Evacuation Annex.
  - Provide buses for use as temporary or initial reception centers in support of MOA shelter operations.

- **Anchorage Police Department (APD)**
  - Coordinate security and law enforcement functions at MOA designated shelters.
  - Coordinate with the Alaska Office of Children’s Services (OCS) for the disposition of unaccompanied minors during a disaster.

- **Salvation Army**
  - Provide food, feeding operations and food distribution at designated shelters.

- **Food Bank of Alaska**
  - Provide food to designated organizations for distribution to the public.
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ANNEX E: HEALTH & MEDICAL SERVICES, MULTI-CASUALTY INCIDENTS

Purpose
Whenever an event occurs that produces a significant number of casualties, fatalities or widespread illness, the entire local medical system within the MOA must respond with a coordinated effort. The purpose of this Annex is to address how the MOA will respond to any event that may threaten to potentially overwhelm local capabilities.

Scope
This Annex covers how local medical resources and capabilities will be coordinated to support mass casualty/fatality events and public health threats. Mass casualty incidents are incidents resulting from man-made or natural disasters that cause illness or injuries and can potentially exceed or overwhelm local EMS and hospital capabilities.

Assumptions
- Mass casualty incidents are likely to impose a sustained demand for health and medical services during a major disaster. Federal and state assistance will be required for the movement of patients to other jurisdictions or out of state.
- Hospitals, nursing homes, ambulatory care centers, pharmacies and other facilities for medical / health care may experience significant structural damage and rendered unusable as a result of earthquakes or other major disaster.
- The arrival of state and federal medical aid may take up to seven days after request.
- State and federal medical aid will be required for mass casualty incidents associated with major disasters where there is damage to critical facility and transportation infrastructure.
- Major disasters will likely result in shortages of critical medical resources either from supply chain disruption and/or higher utilization rate that exceeds on-hand supplies.
- Major disasters where there is significant structural damage will likely restrict first response operations for mass casualty incidents.
- Weather conditions may encumber mass casualty response and increase the overall number of casualties / fatalities.
- Damage to the natural gas, electrical supply and water system, will likely impact the local hospitals’ capabilities.
- Diminished staff availability and hospital capabilities will be degraded in a large scale event.
- Potential for disease would increase due to dead bodies and animal carcasses.
**Concept of Operations**

- **Multi-Casualty Incident Stabilization**

First responders will manage and stabilize mass casualty incidents within the MOA. Mass casualty events that occur at Ted Stevens International Airport (TSIA) will require a coordinated response between airport personnel and responding MOA agencies.

- **Medical Surge Decompression**

Any mass casualty incident has the potential to overwhelm local medical capabilities, particularly during catastrophic events. In order to meet the sudden inflow of critically injured patients, local hospitals may free up bed space through a number of medical surge decompression methods. Those methods can include discharging patients, forward patient movement out of state, transfers to other medical facilities and/or designated Alternate Care Sites (ACS) or established Federal Medical Stations (FMS) (See Figure 3-5 below.)

![Figure 3-9: Medical Surge Decompression](image-url)
• **Establishing Alternate Care Sites**

An Alternate Care Site (ACS) is a temporary medical care site that meets the same criteria specified for mass sheltering. An ACS is a locally supported asset established to provide relief for hospitals where maximum surge capacity to treat critically ill or injured patients is likely to be exceeded. An ACS can be established but may not be able to provide medical care to patients for up to 72 hours post event due to critical medical staffing shortages. The MOA DHHS oversees the establishment, management, resourcing and staffing of the ACS from municipal agencies and local organizations.

Sustaining operations at an ACS will largely depend on the availability of personnel to staff it as well as the availability of resources to support its continuing operation. An ACS is designed to treat an “Appropriate Patient”. “Appropriate Patient” is defined by U.S. Department of Health and Human Services as sub-acute patients that will not require surgical, blood bank, ventilator services, or intensive taxing of nurses. Patients that exceed the capability of care provided at an ACS and/or FMS are transferred to appropriate medical facilities.

• **Use of Municipal Facilities**

Municipal facilities for use as a potential Alternate Care Site and/or Federal Medical Station have been pre-identified. Use of Anchorage School District (ASD) facilities may also be considered for use as an ACS where conditions warrant. Municipal facilities may also be used to support a response to an emergent health care facility evacuation.

• **Establishing Federal Medical Stations (FMS)**

The FMS is an extended duration medical care site established at a municipal facility. A FMS is a deployable all-hazards medical asset designed to provide scalable support for local hospital medical surge plans to meet shortfalls in response to a mass casualty event. The federal government coordinates oversight, resourcing, and staffing at FMS locations.

• **Forward Patient Movement**

Following an incident where local hospital capacity to treat seriously injured or ill patients is exceeded, it may become necessary to transfer certain patients out of the jurisdiction/state for treatment. Support for out of MOA/state patient transfer operations for a mass casualty incident is coordinated through the State Medical Task Force by the SEOC.

• **Mutual Aid and Outside Resources**

Whenever response and recovery requirements exceed MOA capabilities, requests for assistance or response support will be forwarded by the EOC to the Alaska SEOC. Where support from the State does not meet the resource needs, requests will be forwarded by the SEOC to federal and/or military supporting agencies.

Requests for Mass Casualty assistance by neighboring jurisdictions should be made through the OEM or EOC if activated. Requests for emergency aid by other jurisdictions will be considered, based on the availability of resources and projected MOA requirements.

The Statewide Hospital Mutual Aid Agreement (MAA) is a voluntary agreement among the hospitals in the State of Alaska for the purpose of providing mutual aid at the time of a medical disaster. The MAA addresses the loan of medical personnel, pharmaceuticals, supplies, and equipment, or assistance with emergent healthcare facility evacuation, including accepting transferred patients.
• **Communications**

Positive communication is required between the EOC, local hospitals, and ACS and/or FMS locations. The Anchorage Wide Area Radio Network (AWARN) enhances interoperable communications among first responders, local hospitals, and the EOC.

The Hospital Emergency Alert Response Channel (HEARnet), a region-wide emergency radio channel, is used during times of emergencies and disasters to communicate between the EOC, local and region-wide hospitals, local EMS, DHHS and Joint Base Elmendorf-Richardson (JBER).

• **Critical Information Sharing and Dissemination**

During catastrophic events where the number of seriously injured is expected to be significant, the information sharing, coordinating capabilities and resources among local hospitals and the EOC is critical. Critical information sharing includes information about the hospital facility’s capabilities, bed status, staffing shortages, and other support for transfer or forward patient movement. In events where normal telecommunications may be disrupted, sharing critical information must consider alternate communications pathways and routing certain kinds of information may be important to more than one agency and require simultaneous or sequential reporting.

In events where normal telecommunications may be disrupted, sharing critical information must consider alternate communications pathways and routing certain kinds of information may be important to more than one agency and require simultaneous or sequential reporting. (See Figure 3-6.)

![Figure 3-10: Medical Information Sharing](image-url)
• **Fatality Management**

State Medical Examiner’s Office (SMEO) is responsible for coordinating the collection, identification, storage, and transfer of human remains during a mass fatality incident. The MOA will contact the SMEO as soon as possible when a mass fatality incident has been identified and will provide resource support for the SMEO’s actions, as available. The SMEO, located in Anchorage, has limited capacity to manage fatalities. Federal assistance is requested when capacity is expected to be reached. Prior to the arrival of state or local resources or federal support, private local vendors augment SMEO on-site storage. The Ben Boeke Ice Arena is the primary facility used to augment SMEO mortuary capacity.

Disaster Mortuary Operational Response Team (DMORT). DMORT is a federal resource activated through the SEOC and provides mortuary assistance such as temporary morgue services, victim identification; and processing, preparation and disposition of human remains. The MOA requests DMORT support through the SEOC.

• **Public Health**

The MOA Public Health Department works with State DHSS/Public Health to assist local agencies in responding to and mitigating any type of public health event. Public health concerns during a disaster emergency include identifying and controlling environmental health hazards, issuing health advisories to the public on emergency water supplies, waste disposal, disease vectors, and food monitoring at mass care facilities.

Immunizations and disinfections would be the responsibility of the State of Alaska Department of Health and Social Services. The MOA public health plan is the primary plan for Points of Distribution (PODS), the Strategic National Stockpile (SNS) and other public health services.

• **Mental Health**

The MOA utilizes state DHHS mental health services and capabilities. Those services are accessed by contacting the SEOC. Critical incident stress treatment for responders is also available through the channels identified above.

**Roles & Responsibilities**

• **Office of Emergency Management (OEM)**
  - Coordinate pre-disaster planning and training with supporting agencies.
  - Maintain a contact list of agency partners that support the MOA Mass Casualty Plan.
  - Maintain the Hospital Emergency Alert Response Channel (HEARNet) radio communication system at the EOC.
  - Maintain a list of Municipal facilities designated as suitable for mass casualty operations during an emergency or disaster.
  - Conduct an annual survey of Municipal facilities that may be designated as an ACS and/or AMS/FMS.

• **Anchorage Emergency Operations Center (EOC)**
  - Oversee strategic long-term planning and coordination of mass casualty needs within the MOA during an emergency or disaster.
• Coordinate with Incident Commanders to confirm number of casualties and fatalities and to determine the scope of the mass casualty incident.
• Coordinate with local hospitals to determine current and expected medical surge capacity.
• Designate ACS and/or AMS/FMS locations, as required.
• Coordinate with MOA DHHS for the movement of equipment and supplies to support establishment of an ACS or to support an emergent healthcare facility evacuation.
• Ensure two-way communications between the EOC, Incident Commanders, ACS and/or FMS locations.
• Coordinate with local hospitals for the transfer of patients to an MOA designated ACS or other designated facility supporting an emergent healthcare facility evacuation.
• Coordinate with local area hospitals and State Medical Examiner’s Office to establish staging areas and temporary morgue facilities for mass fatality incidents that exceed or are expected to exceed local capacity.
• Coordinate requests for state and federal aid to support the Mass Casualty Plan.
• Forward requests for FMS, DMAT and DMORT support to the SEOC.
• Coordinate with MOA infrastructure maintenance divisions for delivery of essential services at MOA designated ACS and/or AMS/FMS locations.
• Coordinate with MOA DHHS to identify and support the requirements of functional and access needs persons at designated ACS and/or AMS/FMS locations.
• Coordinate public information support for ACS and/or AMS/FMS locations; and ensure the requirements for special needs populations are addressed to include visual and hearing impaired and those requiring translation services.
• Coordinate with the MOA Development Services Department, Building Safety Division, for required building inspections and documentation for all MOA designated ACS and/or FMS locations.

**Anchorage Department of Health and Human Services (DHHS)**
• Develop and implement ACS Standard Operating Procedure guidelines.
• Coordinate overall management of MOA designated ACS’s.
• Coordinate with local agencies for staffing and resource support for ACS’s.
• Maintain a current contact list of agencies that support ACS’s with staffing and other resources.
• Coordinate with local neighborhood clinics and private healthcare providers to monitor their capability to support the overall Municipal Health Care effort during a disaster or emergency.
• Assess the impact of mass casualty events on public health.
• Coordinate with local hospitals to identify and prioritize distribution of scarce
medical resources during a declared emergency, disaster, or in an emergent healthcare facility evacuation.

- Serve as municipal lead as part of the State DHHS team to address medical supply and resource shortfalls.
- Coordinate with the MOA EOC for dissemination of public health information related to ACS and/or AMS/FMS locations.
- Monitor MOA designated ACS and/or AMS/FMS locations to identify and support the requirements of special needs populations.
- Coordinate with AFD to establish decontamination sites at ACS and/or FMS locations, as required.
- Participate in the Municipality’s Policy Group planning effort for public health threats that may require deployment of the Strategic National Stockpile, DMAT, DMORT or other federal resources.

**Local Area Hospitals**

- Develop contingency plans to support hospital evacuation requirements for an emergency or disaster. Coordinate with the Emergency Operations Center whenever there is a requirement to activate the plan.
- Prioritize patients for movement during an emergent healthcare facility evacuation.
- Develop medical surge plans to address mass casualty incidents
- Coordinate with the MOA to address critical medical supply shortages.
- Provide an organizational representative to the Emergency Operations Center when activated for a response and for scheduled training.
- Notify the OEM / EOC whenever hospital medical / mortuary surge capacity is expected to be exceeded.
- Coordinate with the EOC for the transport of patients from local area hospitals to an ACS and/or AMS/FMS.
- Forward hospital facility status to the Emergency Operations Center during mass casualty incidents.

**Anchorage Fire Department (AFD) / Emergency Medical Services (EMS)**

- Notify the OEM / EOC when an incident has the potential to produce mass casualties.
- Coordinate with local area hospitals and the EOC for the tracking and transport of patients from the mass casualty incident to the appropriate care facility.
- Coordinate with MOA DHHS to establish decontamination sites at ACS and/or FMS locations, as required.
- Oversee development and implementation of hazardous material response procedures, plans, and policies for the MOA.
- Coordinate and respond to chemical, biological, or radiological mass casualty events in accordance with the Hazardous Materials Emergency Response
• Coordinate with other first responder agencies for assistance in the recovery and transfer of human remains during a mass fatality incident.
• Develop Standard Operating Guidelines / Procedures (SOGs / SOPs) for mass casualty / fatality response.

**Anchorage Police Department (APD)**
• Coordinate security at MOA designated ACS and/or FMS locations, temporary mortuary facilities, and local area hospitals during a mass casualty event.
• Coordinate with other first responder agencies for the recovery and transfer of human remains during a mass fatality incident.

**American Red Cross of Alaska (ARC)**
• Provide an organizational representative to serve as an EOC Response Team member during mass casualty / fatality events and for scheduled training.
• Mobilize Response Teams for mass casualty / fatality incidents within the jurisdiction.

**Voluntary Organizations Active in Disaster (VOAD)**
• Coordinate with MOA EOC to locate and activate voluntary agencies as requirements are identified.

**MOA Public Transportation**
• Support transport of patients during mass casualty event, as required.

**MOA Water & Wastewater Utility (AWWU)**
• Support delivery of essential services, as feasible.

**MOA Solid Waste Services (SWS)**
• Support delivery of essential services, as feasible.

**MOA Development Services Department, Building Safety Division**
• Coordinate with the MOA EOC for required building inspections and documentation for all MOA designated ACS and/or FMS locations.

**Amateur Radio Emergency Services (ARES)**
• Provide equipment and resources to enhance emergency communication capabilities between the MOA EOC, local area hospitals and ACS/FMS locations, when required.
ANNEX F: DEBRIS MANAGEMENT

Purpose
Debris management operations are typically a long term complex process that continues all the way through the recovery phase of disaster management. The purpose of this annex is to provide overall operational guidance for debris management following any event that produces unusual or significant amounts of debris within the MOA. The mixed urban and rural composition of the MOA will require debris management operations that account for and tracks all types of debris.

Scope
This annex covers how the MOA will manage debris that may be created by any event or incident. Catastrophic events such as earthquakes have the potential to produce enormous volumes of mixed debris. This would include wood debris and roofing materials, household goods and miscellaneous furnishings, metal and structural steel or appliances, hazardous waste from automobiles and Freon containing units. Likewise, volcanic ash fall and landslides also pose unique debris clearing and removal requirements. A Comprehensive approach to debris management is essential in order to effectively deal with large volumes of disaster generated debris.

Planning Assumptions
- A catastrophic event will produce more debris than can be managed with existing MOA resources.
- The solid waste services department will be inundated with debris even with small debris yield events such as a localized windstorm.
- Household debris will contain hazardous materials.
- There will be overlapping and complex regulatory implications for debris within the MOA.
- Public information operations will be critical in informing the population about debris disposal options for private property debris.

Concept of Operations
- Debris Management
The MOA Disaster Debris Management Plan will be overseen by MOA Solid Waste Services. Support for the Disaster Debris Management Plan includes MOA assets as well as contracted services. Following a major disaster, the Public Works Department supports the Debris Management Plan by overseeing debris clearing and removal operations. The Disaster Debris Management Plan will be based on the waste management approach of prioritizing reduction, reuse, reclamation, resource recovery, incineration, and land-filling.

- Debris Clearing
During a major disaster, the initial debris management focus will be on clearing debris along critical transportation corridors to ensure access for emergency vehicles and response operations. These initial clearing operations consist of moving debris to roadway shoulders or away from the entrances/exits to critical facilities, critical infrastructure, and essential government buildings. Specialized equipment may be
required for cutting and/or clearing debris to ensure access.

- **Debris Removal**

  The second priority of debris management will be the removal of debris from areas that are critical to long term response and recovery operations. These include areas where debris is impeding restoration and repair of critical infrastructure such as electric, gas, telecommunications and water and waste water facilities. Debris removal and disposal sites have been identified throughout the MOA (See Figure 3-7.)

- **State / Federal Assistance**

  When State / Federal agency resources are committed to support MOA debris clearance and disposal operations, the MOA will coordinate access to both public and private property for the respective supporting agencies.

- **State / Federal Property**

  State and Federal agencies will handle debris clearance and disposal from installations, facilities, roads and highways that are normally the responsibility of a State or Federal agency.

- **MOA Property**

  The MOA has the responsibility to provide debris management and removal operations for public owned infrastructure located on MOA property.

- **Private Property**

  It is the private citizen / property owner’s responsibility to remove and dispose of disaster generated debris located on their property. Where local capabilities are exceeded and State / federal assistance is requested, the demolition of private structures requires condemnation by authorized local officials before removal of this type of debris may be considered for State and Federal Disaster Assistance.
Figure 3-11: Debris Disposal Locations in the MOA
Roles and Responsibilities of Key Agencies

- **EOC / JIC**
  - Coordinate the implementation of the Debris Management Plan during a disaster.
  - Establish Debris Management operational priorities.
  - Coordinate access and authorization for State agencies to support debris clearing and disposal from MOA public and private property.
  - Coordinate indemnification / hold harmless agreements for State and Federal agencies supporting debris clearing and removal operations.
  - Coordinate with local private companies for debris clearing and removal support.
  - Coordinate public information activities to advise the population regarding special instructions for reporting, separating, collecting, and removing debris.

- **MOA Solid Waste Services**
  - Conduct pre-disaster planning to develop a Disaster Debris Management Plan.
  - Coordinate with the Public Works department to identify temporary debris disposal sites for various types of debris.
  - Oversee and operate temporary disposal sites during disasters and emergencies.
  - Coordinate with the Public Works Department to oversee tracking of debris.
  - Provide debris volume status reports to EOC.
  - Provide long term debris planning for disposal, management or movement of debris.
  - Coordinate regulatory management of debris.

- **MOA Public Works**
  - Conduct pre-disaster planning to identify private companies to support Disaster Debris clearing and removal.
  - Act as the MOA’s lead agency to oversee debris clearing and removal operations during disasters and emergencies.
  - Coordinate with Solid Waste Services for the tracking and status reporting of debris.
ANNEX G: DAMAGE SURVEY AND ASSESSMENT

**Purpose**

The purpose of this annex is to provide operational guidance for how the MOA will survey and assess damage for any significant event. Damage surveys and assessments are essential for determining the scale of any emergency or disaster, for establishing response priorities and allocating resources, and for determining the structural safety of critical facilities and infrastructure. Damage surveys and assessments are also essential for determining the need for an Emergency Proclamation or Disaster Declaration.

**Scope**

This annex describes three types of damage information collection activities the MOA would undertake following a significant emergency or disaster: MOA Damage Surveys, MOA Damage Assessments, and the State Preliminary Damage Assessment. These information collection activities vary by their purpose, team membership composition, and when the activity is conducted.

**Assumptions**

- A catastrophic event will require more survey and inspectors than are readily available in the MOA.
- Winter weather conditions may hamper damage survey processes.
- The multi-agency nature of damage survey and assessment will require significant operational coordination.
- There would be a lack of qualified building inspectors to initially examine potential shelter sites throughout the disaster impact area.
- Many pre-designated facilities would suffer significant non-structural damage and must be cleaned and repaired before being utilized as evacuation centers or emergency shelters.

**Concept of Operations**

- **MOA Damage Survey & Assessment Process**

  The MOA Damage Survey and Assessment process provides for a safe and expeditious collection of critical damage information during an emergency or disaster and the forwarding of this information for evaluation at the EOC. The process is also designed to decrease the reliance on first responders by using trained and designated personnel from multiple MOA Departments to collect critical damage information. Emergency Responders perform their primary mission first in any incident or event with the collection and forwarding of damage information subsequent to that. However, in many instances Incident Commanders may be able to concurrently forward damage information while performing their primary mission.

- **MOA Damage Survey Teams (DST)**

  Damage Survey Teams may be deployed throughout the impact area to survey the scope and scale of damage during the response phase. Initial Damage Survey Team members do not require specialized or technical skills to perform their mission and are made up of trained MOA employees from the various departments. The mission of the Damage Survey Teams is to expeditiously collect critical information about the impact
area and forward it to their Department Operations Centers and/or the EOC. The information collected by the DST is used by the EOC to establish response priorities and determine the best allocation of available resources. Initial damage survey reporting also includes status reports from hospitals, utilities, and other critical infrastructure. The initial damage survey is typically conducted from a vehicle or on foot and does not account for specific facility damage. Initial damage surveys collect information on the following:

- **Essential Facilities** – primarily facilities that directly support first response operations and if affected would seriously and adversely impact the MOA's ability to respond. These include Fire and Police Stations, and Data Centers supporting 911.

- **Key MOA Facilities** – those facilities identified as potential shelters or temporary reception centers / warming centers and alternate care sites. Also includes facilities that house key administrative functions of Municipal government or key MOA maintenance facilities.

- **Critical Transportation Corridors** – surface roadways that if affected would seriously and adversely impact the MOA's ability to respond. These critical routes include major roadways and bridges that will provide access routes to essential and key facilities, major medical centers and critical infrastructure.

- **Other Critical Infrastructure** – includes port, utilities, telecommunications facilities, hospitals, and industrial or commercial activities that provide essential services or are directly related to response and recovery operations.

**MOA Damage Survey Reporting**

The Damage Survey Teams will use the following criteria to report conditions regarding essential facilities, key MOA facilities, critical infrastructure and critical transportation corridors:

- **No to minimal impact** - The facility or infrastructure can continue to be used for its intended purpose and service can continue uninterrupted.

- **Moderate Impact** - The facility or infrastructure can continue to be used or occupied but may not be suitable for its intended purpose until clean-up or minor repairs can be made. Critical or essential activities performed at the facility are disrupted.

- **Significant Impact** - The facility or infrastructure cannot be occupied or cannot be used for its intended purpose. Further damage assessment and/or evaluation are required.

**MOA Damage Assessment Teams (DAT)**

The MOA will also deploy Damage Assessment Teams to the impacted areas or facilities during the response and recovery phases. The mission of the Damage Assessment Teams is to determine whether or not a structure or facility is safe. They also provide technical expertise for urban search and rescue operations. Damage Assessment Teams require special skills and /or training and is primarily staffed by the MOA Building Safety Section. The Damage Assessment Team is also responsible for placard placement following the building inspection process and deployed independently from Damage Survey Teams. For large events with widespread damage that exceeds MOA capabilities, requests for additional qualified Damage Assessment Teams would be coordinated by the EOC with the State Emergency Operations Center.
• **Preliminary Damage Assessment Team (PDA)**

A Preliminary Damage Assessment is made soon after a disaster. There are two purposes. The first is to determine the economic impact to support a request for a Disaster Declaration by either the Governor or the President of the U.S. The second is to quantify the likely costs of repair and reconstruction and to determine the amounts and types of assistance that may be required of the State or the Federal Government. The PDA is a well-established process for determining the magnitude, impact, and severity of a disaster.

If a disaster is large enough to warrant a federal Disaster Declaration, FEMA organizes, leads, and deploys Joint Preliminary Damage Assessment Teams consisting of representatives of FEMA, the state, and the municipality. These teams evaluate the damage and estimate the costs of repairing or reconstructing facilities. This information is used to evaluate the level of assistance that can be provided by the State and Federal governments for the response and recovery effort. Both the MOA Property Appraisal and MOA Building Safety Divisions cooperate and assist as needed with this process.

**Roles & Responsibilities**

• **Office of Emergency Management / Emergency Operations Center (EOC)**
  - Coordinate the overall emergency disaster information collection process
  - Determine damage information collection priorities.
  - Establish and maintain damage survey and assessment communications network and track damage survey and assessment reports.
  - Evaluate damage reports to establish response and recovery priorities and allocation of available resources.
  - Coordinate requests for additional qualified personnel to support Joint Damage Assessment activities.
  - Coordinate with the SEOC for submission of the Preliminary Damage Assessment.

• **MOA Development Services Department / Building Safety Section**
  - Oversee the MOA Damage Survey and Assessment program
  - Develop and oversee pre-disaster training for Damage Survey and Damage Assessment team members.
  - Develop operating guidelines or standard operating procedures for deployment of the MOA Disaster Damage Survey and Assessment Teams.
  - Cooperate with the state and federal Preliminary Damage assessment process by sharing information about damage. Provide critical damage information as part of the state and federal preliminary damage assessment process.
  - Coordinate with the EOC for deployment of DSTs and DATs.
  - Maintain a record data-base of trained and qualified MOA personnel for DST and DAT assignment.
  - Coordinate with Public Works / MOA Communications Section to identify communications requirements and resources for deploying DSTs and DATs.
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• Coordinate with the EOC for development and submission of the Preliminary Damage Assessment.
• Coordinate with the EOC for the submission of input to support preparation of the preliminary damage assessment.
• Cooperate and coordinate with AFD in the use of Building Safety structural engineers to support Urban Search and Rescue operations.

• MOA Finance Department / Property Appraisal Section
  • Identify personnel to complete the training and serve as Damage Survey Team members.
  • Be prepared to support the damage information collection effort with designated Damage Survey Teams when directed by the EOC.
  • Assist with the administrative preparation and submission of the PDA.

• AFD and APD
  • Support the damage information collection process by providing windshield survey reports as feasible during the initial response phase of an emergency or disaster.
  • Coordinate requests for Building Structural Engineers to support Urban Search and Rescue operations with the EOC.

• ASD (Anchorage School District)
  • Provide organizational liaisons to the EOC during the response phase of major emergencies and disasters.
  • Identify personnel to Conduct Damage Surveys on ASD facilities.
  • Coordinate with the Office of Emergency management for pre-disaster training to qualify designated ASD personnel to serve as Damage Surveyors.
  • Deploy Damage Survey Teams to collect critical damage information on ASD facilities when required.
  • Provide facility status and capability reports to EOC.

• MOA IT Department
  • Provide initial damage surveys on key IT infrastructure and systems to the OEM / EOC as required.
  • Provide established regular status reports of IT functions across all MOA departments to the EOC when required.
  • Develop and coordinate service restoration priorities with the EOC.

• CEA / MEA / ML&P
  • Provide organizational liaisons to the EOC during the response phase of major emergencies and disasters.
  • Conduct Damage Survey and Assessments on critical infrastructure and provide status reports and service area outage reports to the EOC.
  • Advise the EOC of plans and priorities for restoration of service and requests
for resources beyond organizational capabilities.

- **ENSTAR**
  - Provide organizational liaisons to the EOC during the response phase of major emergencies and disasters to facilitate damage information collection and processing.
  - Conduct Damage Survey and Assessments on critical infrastructure and provide status reports and service area outage reports to the EOC.
  - Advise the EOC of plans and priorities for restoration of service and requests for resources beyond organizational capabilities.

- **AWWU**
  - Provide organizational liaisons to the EOC during the response phase of major emergencies and disasters to facilitate damage information collection and processing.
  - Conduct Damage Survey and Assessments on critical infrastructure and provide status reports and service area outage reports to the EOC.
  - Advise the EOC of plans and priorities for restoration of service and requests for resources beyond organizational capabilities.

- **Local Hospitals**
  - Provide organizational liaisons to the EOC during the response phase of major disasters or emergencies to facilitate damage information collection and processing.
  - Conduct Damage Survey and Assessments of key facilities.
  - Report facility damage and hospital capability status to the EOC.

- **ACS**
  - Provide organizational liaisons to the EOC during the response phase of major disasters or emergencies to facilitate damage information collection and processing.
  - Conduct Damage Survey and Assessments on critical infrastructure and provide status reports and service area outage reports to the EOC.
  - Advise the EOC of plans and priorities for restoration of service and requests for resources beyond organizational capabilities.
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ANNEX H: OIL SPILLS AND HAZARDOUS MATERIALS INCIDENTS

Purpose

HAZMAT and Oil Spill emergencies are operationally and legally distinct from other types of emergencies the MOA will manage. Many different agencies with jurisdictional authority and statutorily mandated responsibilities will be involved. The purpose of this annex is to clarify those agencies involved and their roles and responsibilities.

Scope

Enormous amounts of HAZMAT are stored and / or transported by various means throughout the MOA. Large amounts arrive by sea, rail, and air transport hence putting densely populated and environmentally sensitive areas in close proximity at risk.

HAZMAT and oil spills also have the potential to create a public health threat or affect the population and environment some distance away from the spill site.

Assumptions

- HAZMAT or spill incidents may occur as an individual incident or be triggered by some other naturally occurring event such as an earthquake or human caused events through negligence or terrorist activity.
- The location of a HAZMAT or oil spill event determines the Federal / State agencies involved in response and recovery.
- HAZMAT operations are manpower intensive and may be of a long duration.
- In addition to spills, significant amounts of hazardous materials and waste may be generated by other events.
- HAZMAT incidents may be complex and require resources for response beyond MOA capabilities.
- Command, Control and Communications may be complex due to overlapping areas of agency responsibility within the MOA.
- Small spills may also present significant risks to public health and safety.
- The AFD HAZMAT team will likely require additional resources for large scale events.
- Evacuation operations may be required along with follow on mass care services.

Concept of Operations

- **HAZMAT Release / Oil Spill Response for Land Based Operations**
  
  AFD provides incident response to all HAZMAT incidents / spills within the MOA both on public and private property and assumes the role of Local On-Scene Coordinator (LOSC). For significant events, a State On-Scene Coordinator (SOSC) and a Responsible Party On-Scene Coordinator (RPOSC) are assigned as part of the Unified Command.

- **HAZMAT / Oil Spill Response Operations in Coastal Waters**
  
  The U.S. Coast Guard has jurisdictional authority for HAZMAT incidents and oil spills
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occurring in the coastal waters and will assume the role of Federal On-Scene Coordinator (FOSC) for events occurring in these areas.

- **Public Information and Warning**

Since HAZMAT and Oil Spills may pose a rapidly evolving serious public health threat, warning the populace and providing instructions to ensure their safety is critical.

Depending on the size and expected duration of a HAZMAT / oil spill incident, a Joint Information Center (JIC) may be established as either part of the Unified Command and / or in conjunction with EOC activation.

**Roles & Responsibilities**

- **Office of Emergency Management / Emergency Operations Center**
  - Coordinate with Incident Commanders to confirm the spilled materials and to determine the scope of the incident.
  - Coordinate medical surge requirements with local Hospitals.
  - Coordinate mass care support for displaced population.
  - Coordinate public information and warning with the Joint Information Center.
  - Notify adjoining jurisdictions of any potential impact on areas for which they have authority.
  - Forward support requests for additional capabilities and resources beyond MOA capability to the SEOC.

- **Joint Information Center (JIC)**
  - Coordinate public announcements and messaging as part of the Unified Command or the EOC when activated.

- **MOA Department of Health & Human Services**
  - Provide organizational representation to the Unified Command or EOC when activated.
  - Monitor environmental conditions for potential adverse effects on the population.
  - Monitor Hospital medical surge activity.
  - Coordinate with the State Health Department for additional or scarce medical resources necessary to support hospital medical surge requirements.
  - Coordinate dissemination of personal protective measure information the population should take as a result of the HAZMAT / oil spill incident.

- **AFD**
  - Conduct pre-disaster planning that includes maintaining the Community Right to Know (CRTK) data-base of hazardous material locations within the MOA.
  - Provide organizational representation to the Unified Command or EOC when activated.
  - Assumes on-scene command when responding to HAZMAT / Oil spill incidents.
• Implement State / Federal mutual aid support agreements with cooperating agencies as required.

• Coordinate evacuation operations when required with the EOC.

• Coordinate additional requirements for support beyond MOA capabilities with the Unified Command or EOC.

• **APD**
  
  • Provide organizational representation to Unified Command or EOC, if activated.
  
  • Support HAZMAT / oil spill incident response for security and evacuation.
  
  • Coordinate requests for additional support with the Unified Command or EOC, if activated.
  
  • Implement State / Federal mutual aid support agreements with cooperating agencies as required.

• **Responsible Party (RPSOC)**
  
  • Provide organizational representation to the Unified Command.
  
  • Assumes responsibility and costs associated with spill containment, clean-up and removal of contaminated soil.
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ANNEX I: LAW ENFORCEMENT AND TERRORISM

Purpose

Law Enforcement (LE) based events such as civil disorder, terrorism and manmade criminal events alters the authorities of lead agencies involved in the response and management of the event.  

Scope

The APD handles the vast majority of day-to-day LE operations with little to no additional assistance from other agencies. An event would have to be of significant size and scope to require additional LE resources. Those very events will also require disaster response functions from the EOC.  

Planning Assumptions

- The vast majority of citizens in the MOA will be law abiding and provide assistance in times of disaster.  
- There will be a minority of the population who will take advantage of disaster conditions to commit crimes.  
- The need for security and law enforcement will increase over time during a disaster event.  
- APD will require additional officers for a large scale event that requires a law enforcement presence throughout the MOA.  
- There will be need for long term security and law enforcement during stabilization and recovery operations for transport of key resources, pharmaceuticals, and other valuable, high demand goods.  

Concept of Operations

- LE Operations during Disasters

LE activities during a disaster will be coordinated at the APD Command Post. In addition to security related activities, LE support for evacuation and other lifesaving operations may be necessary and further strain available resources. Other local LE agencies may provide support depending on conditions within the Anchorage Bowl and available personnel.  

- Civil Disturbance and Criminal Activities based Events

APD serves as the Incident Commander directing the field operations for Civil Disturbances and other criminal activities that pose a threat to the overall welfare of the community. Additional LE support from other local civilian agencies is available by mutual aid agreement and includes Alaska State Troopers (AST), University of Alaska Anchorage (UAA PD), and Ted Stevens International Airport Police Department (TSAIA PD).  

- Acts of Terrorism

The Federal Bureau of Investigation (FBI) is the lead agency for acts of terrorism. A response to terrorism requires close coordination and operational control among all responding LE agencies. The EOC will support the tactical operations of the LE agencies through other functional areas such as evacuation, mass care, medical, logistic...
support, and public information and warning.

- **Public Information and Warning**

A Joint information Center (JIC) may be activated to warn the public and provide timely and accurate information for a multi-agency response to an LE event. The JIC may be activated as part of the Unified Command structure or as part of the EOC if activated. All agencies involved with the response would provide organizational representation to the JIC.

**Roles & Responsibilities of Key Agencies**

- **Office of Emergency Management / Emergency Operations Center**
  - Coordinate with Incident Commanders to confirm the type and scope of the incident.
  - Coordinate medical surge requirements with local Hospitals.
  - Coordinate evacuation and mass care support for displaced population.
  - Coordinate public information and warning with the Joint Information Center.
  - Forward support requests for additional capabilities and resources beyond MOA capability to the SEOC.

- **Joint Information Center (JIC)**
  - Coordinate public announcements and messaging as part of the Unified Command or the EOC when activated.
  - MOA Department of Health & Human Services.
  - Provide organizational representation to the Unified Command or EOC when activated.
  - Monitor Hospital medical surge activity.
  - Coordinate with the State Health Department for additional or scarce medical resources necessary to support hospital medical surge requirements.

- **AFD**
  - Provide organizational representation to the Unified Command or EOC when activated.
  - Support on-scene Emergency Medical Services as required.
  - Coordinate additional requirements for support beyond MOA capabilities with the Unified Command or EOC.

- **APD**
  - Coordinate LE activities during disasters and act as Incident Command for LE events.
  - Provide organizational representation to Unified Command or EOC, if activated.
  - Implement State / Federal mutual aid support agreements with cooperating agencies as required.
• Coordinate with AFD and EOC for any evacuation requirements.
• Coordinate with the Unified Command or EOC, if activated, for additional resources beyond MOA capabilities.
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ANNEX J: TRANSPORTATION

Purpose
Transportation will be a significant logistics concern for the MOA during a major disaster. For purposes of this Annex, transportation has three components to it: the critical infrastructure nodes where relief aid and supplies will arrive, the critical transportation corridors or road system over which the supplies will move, and the transportation assets that will be used to move both supplies and people. The purpose of this annex is to identify these critical transportation components that may be impacted by a disaster as well as the roles and responsibilities of key MOA agencies involved in coordinating transportation requirements during response, sustainment and recovery.

Scope
The critical transportation hubs and corridors within the Anchorage Bowl consist of port facilities, airports / airfields, railroads, and highway systems. Some of these are owned, operated and maintained by the State, Federal, and Department of Defense (DOD) agencies while others are owned, maintained and operated by the MOA. Commercial operators and private contractors also play a role in maintaining portions of the local road network and the assets that transport supplies and personnel. Close coordination is required by all agencies involved to ensure the critical transportation hubs and corridors continue to operate so relief can be received and transported to those locations within the MOA where it is needed.

Planning Assumptions
- All relief aid and supplies that support the citizens flow through key transportation hubs and along critical transportation corridors within the MOA.
- The loss of key transportation assets could be a significant impediment in response, resource acquisition, and movement.
- The Anchorage Bowl area is particularly vulnerable to highway disruptions.
- Commuters would be stranded on nearly every road and highway in Southcentral Alaska. Roadways would be blocked by snow and ice due to avalanche activity from Healy and Glennallen in the north to Seward and Homer in the south.
- Bridges would be damaged throughout the region with some affected by the shaking, others by liquefaction of the soil around them. People would be forced to find ways around damaged areas and face the choice of attempting to go home or continue to the safety of their workplace.
- Impacts to transportation systems and geography would isolate neighborhoods and surrounding communities.
- Limited highway infrastructure restrict north-south transportation access.
- MOA is vulnerable to disruptions in air transportation and is dependent on multi-modal transportation for basic supplies.
- There are a limited number of locally available commercial operators and private contractors within the Anchorage Bowl to move resources or people during a disaster. Debris and loss of infrastructure may require the use of altered transportation methods.
• Damage to transportation systems would disrupt the flow of food and basic needs commodities to the affected region.

• Disrupted transportation systems will cause delay of needed personnel and supplies.

**Concept of Operations**

- **Critical Transportation Hubs**

**Port of Anchorage (POA)**

The POA is owned by the MOA and is the primary port for goods and materials for the entire state. Approximately 80% of all resources that enter the state of Alaska flow through the POA. A degradation or loss of the port will be catastrophic for not only the MOA but also have major statewide implications. The primary action for the POA is restoration of operations through crane and dock capabilities. A disaster that affects the POA will almost undoubtedly rise to the level of a State or Federally declared disaster. The POA will also be a primary resource for maritime based assets flowing into the MOA for response and recovery operations.

**Ted Stevens International Airport (TSIA)**

TSIA is a major State-owned air hub for cargo transiting the globe. It is currently the 3rd busiest cargo airport (measured by landed tons) in the world. An event that degrades or closes the airport will have national and international implications. The loss of runway capability and capacity will also directly affect the response efforts into the MOA during a disaster. Some events may temporarily degrade or halt air operations but otherwise not damage critical infrastructure. In such instances passengers may become stranded requiring MOA support for mass care services. Likewise public health risks may also halt or temporarily suspend air operations and impact local medical capabilities.

**Joint Base Elmendorf-Richardson (JBER)**

As a federal installation, JBER is under the direct control of the Department of Defense (DOD). The runways on JBER are capable of handling large cargo airframes that may be used to move large volumes of resources into the MOA. The MOA will be dependent on JBER internal operations for logistics movements from within JBER. The military is authorized to provide direct support to civil authorities when processing through the State SEOC may otherwise not be timely. Direct military aid for civil authorities is for immediate response actions to save lives and property during a crisis or catastrophic event.

**Merrill Field**

Merrill field is a small aircraft airport owned by the MOA that is capable of handling single and twin engine propeller aircraft. It is not capable or adequate for large scale cargo movements however it may be suitable for small scale transfers of materials and relief supplies flowing into the MOA. In addition, its proximity to Alaska Regional Medical Center makes it suitable for small scale aero-medical patient transport operations.
- Critical Transportation Corridors

**Rail-Belt Transportation Corridor**

The Alaska Railroad is a privately owned corporation providing cargo and passenger rail transport services that connect a network of communities throughout the State via the “rail-belt”. A critical function of the rail-belt is that it connects the POA with other major port facilities within the State. These include Whittier and Seward. While susceptible to damage from disaster events, rail is often easier and quicker to repair than road surfaces making the rail-belt transportation corridor a vital link for relief aid during a disaster. The Alaska Railroad Corporation maintains the rail belt system.

**Anchorage Bowl Roadway Network**

The highway and road system within the Anchorage Bowl is a complex connected web of major thoroughfares, side streets, and rural roadways that includes multiple bridges and overpasses. The Anchorage Bowl highway network is also owned and / or maintained by both public and private entities. The responsible entity for maintaining a particular roadway within the Anchorage Bowl may also vary by season. Because of a single highway corridor in and out of the City, it is relatively easy for the MOA to become effectively cut off from any ground access. Major north-south and east-west thoroughfares are identified below in Figure 3-8.

<table>
<thead>
<tr>
<th>North-South</th>
<th>East-West</th>
</tr>
</thead>
<tbody>
<tr>
<td>Glen Highway / Old Glen Highway</td>
<td>5th/6th Avenues</td>
</tr>
<tr>
<td>New Seward Highway</td>
<td>15th Avenue</td>
</tr>
<tr>
<td>Old Seward Highway</td>
<td>Northern Lights and Benson Blvd.</td>
</tr>
<tr>
<td>O’Malley – Minnesota Road</td>
<td>Tudor Road</td>
</tr>
<tr>
<td>Lake Otis Parkway</td>
<td>International Airport Road</td>
</tr>
<tr>
<td>Muldoon Road</td>
<td>Dowling Road</td>
</tr>
<tr>
<td>Boniface Parkway</td>
<td>Raspberry Road</td>
</tr>
<tr>
<td>A Street</td>
<td>Dimond Boulevard</td>
</tr>
<tr>
<td>C Street</td>
<td>Abbott Road</td>
</tr>
</tbody>
</table>

*Figure 3-12: Critical Roadways in the MOA*
The critical major MOA roadways identified in the map below (Figure 3-9) illustrate the concept of one way in and one way out. Figure 3-10 illustrates the major roadways in Eagle River.

Figure 3-13: Map of Major MOA Roadways
Figure 3-14: Major Eagle River Roadways
**Transportation Assets**

- **MOA Public Transportation System**
  
The MOA Public Transportation System (People Mover) maintains and operates a fleet of 52 modern busses that provide service to over fourteen-thousand riders weekly. In addition, para-transit services for seniors and people with disabilities are provided by AnchorRIDES. During a disaster or emergency, support for additional bus transportation may also be coordinated with the Anchorage School District.

- **Private Trucking and Bus Transportation Companies**

  Private transportation companies include local commercial trucking firms, private tourist operators, and local bus companies. During a major disaster, the movement of a large portion of the relief supplies within the Anchorage Bowl would be accomplished by private local trucking companies. In addition, the movement of emergency response personnel, and the citizenry will also require the use of commercial bus transportation companies.

- **Altered Transportation Methods**

  Coordination and adjustment of transportation types may be required by utilizing smaller vehicles, off-road capable or All-terrain type vehicles to support response operations. Since the MOA does not maintain a stock or fleet of these type vehicles, they may have to be purchased or leased from local vendors during a disaster.

**Roles & Responsibilities of Key Agencies**

- **Anchorage Emergency Operations Center (EOC)**
  
  - When activated, is the initial coordinating agency for MOA transportation requirements.
  
  - Secures additional resources through State and Federal agencies to support transportation operations as needed.
  
  - Coordinates with the MOA Traffic Engineer Section for strategic long-term planning for critical roadway transportation corridors within the MOA.
  
  - Coordinates with MOA Purchasing for service contracts to support the movement of personnel and disaster relief supplies by local trucking and commercial transportation companies.
  
  - Coordinates with MOA Maintenance & Operations Section for the status of MOA maintained and contractor maintained roadways within the MOA.
  
  - Coordinates with neighboring jurisdictions, private bus companies, private tour companies and military authorities to augment Municipal-owned mass transportation resources.
  
  - Coordinates with the Anchorage School District for resources to augment personnel transportation support.
  
  - Coordinates with State of Alaska Department of Transportation to determine the accessibility of state-maintained roadways.
  
  - Maintains liaison with Critical Transportation Hubs to monitor their operational status.
• Coordinates with Alaska Railroad for transportation support if required.
• Coordinates with the Public Information Officer to ensure the status of transportation routes is provided to the public.

**MOA Public Transportation Department**
• Provide organizational representation to the EOC.
• Provides transportation support for area-to-area movements within the MOA.
• Coordinates with the EOC for transportation support priorities.

**MOA Public Works Dept. / Traffic Engineer**
• Provide organizational representation to the EOC.
• Coordinate with the MOA Maintenance & Operations Section and the State DOT to monitor the status of Critical Roadway Corridors within the Anchorage Bowl.
• Coordinate with State DOT to develop alternate routing plans for vehicle movement along Critical Roadway Transportation Corridors within the Anchorage Bowl.
• Assume the MOA lead for long term strategic roadway planning.

**MOA Public Works Dept. / Maintenance & Operations**
• Provide organizational representation to the EOC.
• Monitor the condition of Critical Roadway Transportation Corridors within the Anchorage Bowl.
• Coordinate with the MOA Traffic Engineer for alternate routes to support roadway transportation requirements.

**Municipality of Anchorage Police Department (APD)**
• Provides organizational representation to the EOC.
• Provides basic policing functions to ensure an orderly traffic flow during an event.
• Coordinates with the EOC and the Anchorage Fire Department during transportation planning.
• Oversees control access points along Critical Transportation Corridors within the MOA.
• Identifies and coordinates removal of stalled or abandoned vehicles that may inhibit traffic flow.
• Coordinates with State and neighboring law enforcement agencies to activate mutual aid agreements and monitor conditions along Critical Transportation Corridors.
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ANNEX K: CRITICAL UTILITY INFRASTRUCTURE AND SERVICES

Purpose

Critical utility services includes those functions that are related to critical utility infrastructure and the delivery of utility services. The purpose of this annex is to identify the roles and responsibilities of those agencies that are involved in response and recovery operations when critical utility infrastructure is damaged and / or service is disrupted.

Scope

Critical Utility Services consists of primary services such as Power, Natural Gas, Water, Waste Water, and Telecommunications. Some of the critical infrastructure and services are privately owned while others are owned by local government. Regardless of ownership, these critical services are all vital to the MOA as a disruption in any of them may be life threatening.

Planning Assumptions

- Critical Utility Infrastructure in the MOA does not have robust redundancy.
- Ownership of Critical Utility Infrastructure is a mix of both public and private entities.
- Interdependency among energy utilities carries with it unique vulnerabilities.
- Restoration of critical utility infrastructure is complex and time consuming.
- Owners and operators of critical utility infrastructure will require additional staffing and equipment support for a large scale event.
- Loss of primary critical infrastructure or disruptions of service such as power and natural gas can present life threatening conditions.
- Disruptions to water and electrical power systems, combined with damage to the sewage treatment infrastructure, would require establishing an extensive network of temporary sanitation stations to manage human waste.
- Infrastructure damage may isolate populations from homes.

Concept of Operations

- MOA Owned Critical Utility Infrastructure and Services

Water / Waste Water Services: Anchorage Water and Waste Water Utility (AWWU) is the MOA’s major water and waste water utility and operates the primary water delivery and waste water treatment facility. Additional local capacity and capability is augmented by the use of privately owned wells and septic systems. AWWU operates the Eklutna Water Treatment Plant at the Eklutna Reservoir and the Ship Creek Treatment Plant. AWWU also operates the Asplund Wastewater Treatment Facility, the Eagle River Wastewater Treatment Facility and the Girdwood Wastewater Treatment Facility.

Electrical Service: Municipal Light and Power (ML&P) is the only electric utility owned by the MOA. It currently has two power productions facilities that operate on natural gas. In addition to The George M Sullivan Plant 2 power production facility and the Hank Nikkels Plant 1 power production facility, ML&P also owns operates substations and electric transmission lines. ML&P also has the capability to generate electric power burning
diesel as an alternate fuel source. ML&P provides electrical power primarily to the mid-town / downtown area of the MOA and the Port.

- **Privately Owned Critical Utility Infrastructure and Services:**
  - **Natural Gas Service:** ENSTAR Natural Gas Company is the sole service provider for natural gas within the Anchorage Bowl. ENSTAR also provides natural gas to ML&P, CEA and MEA for power production.
  - **Electrical Service:** Chugach Electric Association (CEA) is the largest electrical service provider for the MOA. It operates one power production plant that utilizes natural gas for its power generation capability but has the capability to import power from producers outside the local area. CEA also owns and operates substations and electric transmission lines associated with service delivery. Matanuska Electric Association (MEA) also produces and provides electric service for the MOA primarily in the Eagle River / Chugiak areas. MEA also owns and operates substations and electric transmission lines and has the capability to import power from producers outside the local area.
  - **Telecommunications:** At the time of this writing, there were eight private companies that provided telecommunications service within the MOA. Each owns and maintains critical infrastructure to support its operations and in some cases infrastructure sharing arrangements exists. Likewise each services a different proportion of the local telecommunications marketplace.

- **Initial Response**
  Each Critical Utility Service deploys response teams to assess, evaluate, and repair critical infrastructure and restore service during an event. The Critical Utilities’ operations center and / or dispatch center provides initial status reports of their systems and the areas of service disruptions to the EOC.

- **Restoration of Service**
  Many factors affect how the restoration of services will be prioritized for different areas within the MOA as well as to specific facilities. Essential facilities that provide emergency services as well as key medical facilities and facilities that may be used as shelters will be among the first priorities where services must be restored in a major emergency. Likewise the restoration of natural gas to power production facilities will also be a top priority.

- **Additional Assets**
  By their very nature, critical utility infrastructure requires specialized skills and equipment to maintain and repair. During a major emergency it is likely that many or all of the critical utility services will require significant assistance in order to repair and restore service. In many cases repairs may not be possible until additional technical expertise and specialized equipment arrives. Requests for this type of support will require close coordination with State and Federal agencies and other private critical infrastructure owner / operators.
Roles & Responsibilities of Key Agencies

- **Anchorage Office of Emergency Management / Emergency Operations Center**
  - Conduct pre-disaster planning as part of the Energy Crisis Working Group to develop response priorities for major emergencies and disasters.
  - Evaluate conditions and coordinate with the Critical Utility Services to establish response priorities during a major emergency or disaster.
  - Coordinate with the SEOC and Critical Utility Services for additional assets and resources to support repair and restoration of services.

- **MOA Information Technology Department**
  - Conduct pre-disaster planning to provide for IT continuity of operations and cyber security during major emergencies and disasters.
  - Provide sufficient organizational representation to the EOC for both liaison functions and to support EOC IT technical requirements.
  - Evaluate conditions and provide IT system status reports to the EOC.
  - Coordinate restoration of IT services for Municipal government with local telecommunications providers.

- **Public Works, Communications and Electronics Section**
  - Provide organizational representation to the EOC
  - Assume strategic long-term planning for emergency communications and interoperability standards.
  - Maintain inventories of communications resources including equipment, frequencies, and locations of repeaters and communications towers.
  - Maintain additional cached radio assets to support disaster response operations.
  - Provides status reports of the AWARN system to the EOC and coordinate repair and restoration of MOA communications services.

- **Public Works, Facility Maintenance Section**
  - Provide organizational representation to the EOC
  - Monitor the operational status of MOA facilities and forward reports to the EOC
  - Coordinate with the EOC for deployment of back-up power, lighting and heat generation capabilities to support MOA critical utility infrastructure.

- **Electric Utilities (ML&P, CEA, MEA)**
  - Conduct pre-disaster planning as part of the Energy Crisis Working Group to develop response priorities for major emergencies and disasters.
  - Provide organizational representation to the EOC.
  - Participate as a member of the State’s Energy Task Force to coordinate additional resources and capabilities for response, sustainment, and
recovery.

- Report critical infrastructure status and areas affected by service disruptions to the EOC.
- Coordinate service restoration priorities with the EOC.
- Coordinate public information dissemination with the JIC.
- Coordinate with the EOC for emergency alternate fuel supplies to support power generation when natural gas service is disrupted.

**ENSTAR**

- Conduct pre-disaster planning as part of the Energy Crisis Working Group to develop response priorities for major emergencies and disasters.
- Provide organizational representation to the EOC.
- Participate as a member of the State’s Energy Task Force to coordinate additional resources and capabilities for response, sustainment, and recovery.
- Report critical infrastructure status and areas affected by service disruptions to the EOC.
- Coordinate public information dissemination with the JIC.
- Coordinate service restoration priorities with the EOC.

**AWWU**

- Conduct pre-disaster planning to ensure service to other key infrastructure during emergencies and disasters.
- Provide organizational representation to the EOC.
- Provide regular critical infrastructure status and service area outage reports to the EOC.
- Identify and coordinate with the EOC for additional resources and capabilities to support response, sustainment, and recovery actions.
- Coordinate public information dissemination with the JIC.

**Alaska Communications System (ACS)**

- As feasible, provide organizational representation to the EOC to serve as overall telecommunications systems liaison and provide subject-matter-expertise.
- Coordinate with major telecommunications companies serving the MOA for infrastructure status reports and services repair and restoration priorities.
The Hazard Appendices outline the primary hazards that the MOA faces such as earthquakes, volcanos and storms. It provides specific hazard information that is useful to understand when responding to a particular event. The Hazard Appendices also provide information on what functional annexes may be especially critical in the response.
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AVALANCHE AND LANDSLIDE

Scope

This appendix describes the types of avalanches and landslides and identifies known risk areas of Landslides (See Figure 4-1) and Avalanches (See Figure 4-2). These hazards may range in scale occurring in remote areas or affect densely populated sections of the City. These hazards can damage key transportation routes, critical infrastructure, disrupt commerce, temporarily strand travelers, isolate residents, and have the potential to produce multiple casualties.

The Anchorage Geological Commission has identified specific hazards which affect the MOA. Among this is the threat posed by avalanche and landslide. The threats fall into two specific categories landslide and avalanche. Each threat carries with it second and third order affects which will require a close coordination of resources activities across a broad spectrum of municipal, state, and federal agencies.
Figure 4-1: Seismic Landslide Hazard Areas in Anchorage
Figure 4-2: Avalanche Risk Areas in Anchorage
Situation and Assumptions

- There are several major drainages from the Chugach Mountains which empty into Cook Inlet. The general topography of the area is near-level, ranging from approximately 100 feet at the Inlet to 300 feet at the foot of the mountain range.

- Avalanches are likely to occur in known areas and will affect major transportation routes in and out of the Anchorage Bowl.

- Landslides may occur in any number of areas and have the potential to impact well developed areas as well as remote areas.

- The Anchorage Avalanche Center (AAC) will be a primary source of information and coordination in the planning for and event of Avalanche/Landslide emergency affecting the MOA.

- Snow avalanches are considered either a loose snow (wet or dry) type, or slab type. Dry loose snow avalanches cause little damage while wet loose snow avalanches are more likely to cause damage. Slab avalanches are considered the most dangerous type and happen when a mass of cohesive slab breaks away and travels down the mountainside.

- Multiple avalanches occur every year but usually occur in more remote areas. Avalanches can occur naturally or also be triggered by human activity as well.

- The following have been identified as Known Avalanche Risk Areas (map):
  - Girdwood / Crow Creek Pass Area including portions of the Alyeska resort facility
  - Vicinity of Bird Creek, Indian, and Rainbow.
  - Seward Highway between Bird Point and Girdwood Valley
  - South Fork Eagle River
  - Eagle River
  - Peters Creek
  - Mirror Lake / N.W. spur of Mt. Eklutna

- Landslides are a type of ground failure and can occur naturally or be triggered by human activities. Ground failures often occur as the result of another hazard such as an earthquake, volcanic eruption, or ground saturation.

- Landslide Hazard Areas (See Figure 4-2): According to U.S. Geologic Survey reporting, overall a large portion of the Anchorage Bowl is considered low hazard. However, portions of the Anchorage bowl have a moderate high and very high potential for landslides.

Operations

Response and EOC activation for an avalanche/landslide event will be dictated and driven by the scope and locations of the event. The vast majority of avalanches within the MOA are in backcountry environments that do not pose a major threat to large populations or infrastructure. Landslides within the MOA pose a higher threat of infrastructure loss and affect to populations.
For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during an avalanche or landslide include (but are not limited to):

- PIO and A&W - Public Information and Alert and Warning is a key capability in this event response both in a notice and no-notice event. Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to an avalanche/landslide event.

- Communications - Communications processes and infrastructure are critical to operations as a means and mechanism for both the PIO functions as well as a coordinated response to an avalanche event where many different agencies will be operating.

- Public Works - Public works will be a critical component to an event due to the nature of the operational capacities of the departments. The heavy equipment and machinery needed to move large volumes of material as well as the department’s functions in restoring key infrastructure will play a key role in restoring infrastructure.

- Medical and Health - In an event that impacts a populated area the public health and medical component could be a significant operation. A medical surge response may be required.

- Mass Care - Similar to Medical, an event that impacts a heavily populated area can dictate a large sheltering operation. Additionally, the loss of key infrastructure, such as electricity or gas to a large area, can necessitate a large mass care operation.

- Evacuation - This function may be required prior to an event if the weather or environmental conditions warrant the movement of people outside of a potential threat area.

- Debris Management - Any avalanche or landslide event that occurs in or across populated or managed infrastructure (roads, etc.) will generate enormous amounts of debris. The management of that debris during a response and the subsequent recovery will be a significant undertaking.
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TERRORISM, CIVIL DISTURBANCE, AND NATURAL DISASTERS

Scope
The intent of this appendix is to provide guidance for planning, response, and recovery operations concerning law enforcement based events that include, terrorist activities, weapons of mass destruction, civil disturbances, and natural disasters.

Situation & Assumptions
- The Anchorage Police Department (APD) is the largest law enforcement agency in Alaska, serving approximately 225,000 people.
- Certain natural disasters or societal events may place greater pressure on existing law enforcement resources.
- A more aggressive law enforcement posture may be required from a natural disaster, such as an earthquake, that may trigger civil unrest due to societal factors.
- Significant coordination between various municipal, state, and federal law enforcement agencies as well as public safety agencies to ensure timely and seamless jurisdictional operations and avoid duplication of effort.
- Disruption of communications may present challenges to law enforcement efforts.
- Disruption of transportation corridors may result in increased response times and coverage shortfalls.
- In all cases, prompt safety and security measures will be essential for the protection of life and property.

Operations
Response and EOC activation for a Law Enforcement (LE) event will be dictated and driven by the scope and locations of the event. The vast majority of LE events within the MOA are day-to-day operations that do not pose a major threat to large populations or infrastructure. Terrorism based events within the MOA pose a higher threat of infrastructure loss and affect to populations.

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during an LE event include (but are not limited to):
- Law Enforcement - Law Enforcement operations may range in scale depending on the threat or size of the disaster. Additional resources from other local LE agencies may be required to support APD.
- PIO and A&W - Public Information and Alert and Warning is a key capability in this event response. Public information is critical for information relating to the public during times of LE events to avoid an area with an active threat.
- Medical and Health - In an event that impacts a populated area the public health and medical component could be a significant operation. A medical surge response may be required during an active shooter or large scale LE
• Evacuation - This function may be required as an area-to-area evacuation if the threat conditions warrant the movement of people outside of a potential hazard area.

• Emergency Communications - Interoperable communications with back-up capabilities is critical for events involving multiple LE agencies. The ability to share critical information on the tactical and operational level will require a communications plan that is flexible and adaptable to changing conditions.
EARTHQUAKE

Scope

Earthquakes are the most severe and persistent threat to Anchorage (See Figure 4-3). The most significant was the 9.2 earthquake in 1964. This was the second most powerful earthquake in recorded history.

Near Anchorage there are several fault zones that could have a significant impact, including the Castle Mountain fault just northwest of Anchorage and the Alaska-Aleutian subduction zone where tectonic plates interact. In this subduction zone, the Pacific plate moves beneath the North American plate at a rate of about 2 inches per year. This causes internal pressure to build up which will eventually release as an earthquake.

Tsunamis generated by an earthquake are not considered to be a threat to Anchorage because of Cook Inlet’s geographic configuration and shallowness near Anchorage.

The next catastrophic earthquake event in Anchorage would have massive impacts to the current population and infrastructure. Injuries (See Figure 4-4) would quickly exceed local capabilities. Sheltering of displaced population (See Figure 4-5) would also greatly exceed local capabilities. In 2014 as part of the Alaska Shield exercise, FEMA derived the numbers of injuries and sheltering requirements using a HAZUS software model of Anchorage. These numbers are considered to represent the magnitude of the problem, not to predict actual requirements.
Figure 4-3: Earthquakes in Alaska
**Major Earthquake:**

**Casualties & Fatalities**

<table>
<thead>
<tr>
<th>Anchorage</th>
<th>Caused by Earthquake</th>
<th>% of Population Impacted (Sum Total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deaths</td>
<td>530</td>
<td>0.2%</td>
</tr>
<tr>
<td>Injuries Total</td>
<td>6,360</td>
<td>2.2%</td>
</tr>
<tr>
<td>Injuries – Severity Level 1 (Medical care required)</td>
<td>4,550</td>
<td>1.6%</td>
</tr>
<tr>
<td>Injuries - Severity Level 2 (hospitalization required)</td>
<td>1,530</td>
<td>0.5%</td>
</tr>
<tr>
<td>Injuries – Severity Level 3 (Immediate treatment required)</td>
<td>280</td>
<td>0.1%</td>
</tr>
</tbody>
</table>

*Figure 4-4: Catastrophic Earthquake Injuries*

**Sheltering Requirements**

<table>
<thead>
<tr>
<th>Anchorage</th>
<th>Caused by Earthquake</th>
<th>% of Population Impacted (Sum Total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltering Requirements (People)</td>
<td>42,620</td>
<td>14.6%</td>
</tr>
<tr>
<td>Sheltering Requirements (Pets)</td>
<td>19,650</td>
<td>Unknown</td>
</tr>
<tr>
<td>Feeding and Hydration (People)</td>
<td>145,180</td>
<td>49.7%</td>
</tr>
<tr>
<td>Feeding and Hydration (Pets)</td>
<td>64,440</td>
<td>Unknown</td>
</tr>
</tbody>
</table>

*Figure 4-5: Earthquake Sheltering Populations*
**Situations & Assumptions**

- The largest city, Anchorage, is home to nearly 50% of the entire state population.
- Extensive damage to all forms of transportation infrastructure and blockages from debris, landslides, and avalanches.
- There may be outages or disruptions in all modern forms of communication.
- Electric transmission infrastructure within the disaster area shut down.
- All response assets will have degraded operational abilities.
- Disaster impacts have the potential to increase over time due to cascading affects and aftershocks.
- Aftershocks will cause a significant amount of additional damage during the response.
- Response resources in the impacted area will have limited capability to function and some impacted areas will be isolated.
- Resources outside of the impacted will have extended response times due to significant impact to transportation infrastructure.

**Operations**

Response and EOC activation for an earthquake event will be dictated and driven by the scope and locations of the impacted areas. A catastrophic earthquake event will require every functional area within the MOA.

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during an earthquake include (but are not limited to):

- **PIO and A&W** - Public Information and Alert and Warning is a key capability in this event response for this no-notice event. Public information is critical for information relating to avoidance of hazard areas, locations of shelters, status of infrastructure and expectations of MOA responders.

- **Communications** - Communications processes and infrastructure are critical to operations as a means and mechanisms for both the PIO functions as well as a coordinated response to an earthquake event where many different agencies will be operating.

- **Public Works** - Public works will be a critical component to an event due to the potential loss of the operational capabilities and capacities of key infrastructure. The heavy equipment and machinery needed to move large volumes of material as well as the department’s functions in restoring key infrastructure.

- **Medical and Health** - In an event that impacts a populated area the public health and medical component could be a significant operation. A medical surge response may be required as well as longer term medical operations through DMAT, ACS/FCS, fatality management and PODS.
• Mass Care - Similar to Medical, an event that impacts a heavily populated area can dictate a large sheltering operation. Additionally, the loss of key infrastructure such as electricity or gas to a large area can necessitate a large mass care operation. The mass care impact will increase over time with the continued loss of primary infrastructure.

• Evacuation - This function may be required on an area-to-area basis when conditions warrant the movement of people outside of the potential threat area.

• Debris Management - An earthquake event that occurs in or across populated or managed infrastructure (roads, etc.) will generate enormous amounts of debris. The management of that debris during a response and the subsequent recovery will be a significant undertaking.

• Transportation - An earthquake event will have significant impact to transportation routes and hubs. Combined with the debris issue, transportation can impede an effective response bringing response materials into the affected area as well as distributing those resources to those in need.

• Damage Survey and Assessment - It’s a primary function for the EOC to gain situational awareness of the extent of damage and loss of infrastructure. Without the survey and assessment process the EOC will be unable to focus and prioritize response efforts with the limited or constrained resources available.
ENERGY EMERGENCY/INTERRUPTION

Scope
Due to interdependency among the Energy Utilities serving the Municipality and the adjacent jurisdictions, a disruption of service, no matter the cause, is likely to have a broad-based affect requiring a coordinated response. This response was developed in conjunction with the Energy Utilities serving the Municipality and coordinated with the adjacent jurisdictions of Kenai and Matanuska-Susitna Boroughs, as well as State and Federal agencies and local military installations. Any response by the Municipality of Anchorage to an Energy Emergency will be coordinated with these same agencies and jurisdictions.

While disruptions in natural gas and electrical service can be expected in a catastrophic event such as an earthquake, prolonged cold spells and high wind events can also trigger an Energy Emergency. A prolonged power outage or disruption of natural gas service can lead to damaged critical infrastructure and facilities, impact hospital capabilities, disrupt commerce, and require extensive support and assistance for recovery.

Situation and Assumptions

- Energy Emergencies include disruptions in natural gas service as well as widespread power outages for an extended duration.
- The severity of an Energy Emergency is more likely to be greater during colder months when both natural gas and electricity is in greater demand.
- Energy Emergencies are not limited to catastrophic events but may also occur as a result of a natural gas deliverability or supply problem as well as an extended widespread power outage.
- Extreme Weather Events such as prolonged cold spells or high winds may threaten the integrity of the natural gas delivery system or create widespread power outages.
- Interdependency among energy utilities increases the complexity of an Energy Emergency and also increases the likelihood of a regional event that crosses jurisdictional boundaries.
- A widespread Energy Emergency or prolonged power outage will likely affect Anchorage School District operations, commerce, and the normal daily activity of government and the population.
- The majority of the electricity for the Anchorage Bowl is produced by burning natural gas. The remaining is produced through hydro-electricity and wind power. Electrical power must also be imported to meet the total need for the Anchorage Bowl.
- ENSTAR Natural Gas Company is currently the only natural gas supplier for the Anchorage Bowl. In addition, ENSTAR also provides natural gas to the adjoining Kenai and Mat-Su Boroughs as well as Joint Base Elmendorf Richardson (JBER).
- Natural gas is also the primary fuel used to heat both residential and commercial facilities within the Anchorage Bowl. Likewise, the vast majority of
essential government facilities and critical infrastructure within the Anchorage Bowl use natural gas as their primary source of heating fuel.

- Municipal Light and Power (ML&P) is the only electric utility owned by the Municipality of Anchorage. It produces and distributes much of the electrical power for the Anchorage Bowl. ML&P is the only electric utility that has the capability of generating electricity by burning liquid fuel.
- Chugach Electric Association (CEA) is a privately owned organization that produces and/or distributes electrical power for the Anchorage Bowl.
- Matanuska Electric Association (MEA) is a privately owned organization that produces and distributes electrical power for the Anchorage Bowl, primarily in the northern edge of the MOA around Eagle River.
- Wind Power generation makes up only a small percentage of the electrical power production for the Anchorage Bowl and is connected to the electrical grid system through ML&P.
- Since natural gas is used to produce the bulk of the electrical power, a disruption in natural gas to power producers may impact electrical service as well.

**Operations**

An energy based emergency has some specific public and private response operations that have been designed, trained and exercised.

Coordinated Energy Conservation Measures and Energy Watch / Alert is the designated response program used for this emergency. The primary goal of coordinated energy conservation measures is to help preserve natural gas delivery system integrity. An Energy watch condition would be issued whenever additional energy conservation or load reduction measures are necessary to ensure there is no disruption of service or to minimize the impact of a disruption. The Municipal Manager in conjunction with the Energy utilities determines the level of the Energy Emergency.

Energy Condition “Yellow” / “Red”: The Municipality will issue an Energy Condition “Yellow” (caution) or “Red” (alert) in conjunction with the Energy Utilities whenever immediate load reduction measures are necessary to ensure continued service. Additional load reduction measures may also be implemented by the Municipality to include limitations on non-essential Municipal government services and / or school hours. Notification protocols are determined between the public and private sectors, see process flow diagram below, Figure 4-6:
Protocol for Pre-Crisis and No-Notice Events
Government Agency Energy Emergency Notification

Figure 4-6: Energy Notification Protocol
In addition to the process flow diagram the following functional annexes will be important during an energy disruption, production limitations or transmission capabilities. See the corresponding functional annex for specific concept of operations and key agency roles and responsibilities.

- PIO and A&W - The PIO function is critical in this event. The process flow described above is key to notification of the event to the population. This event is unique in that the general population knowledge and action can be critical to minimizing the impact. When users can reduce their use and consumption of power that directly impacts the ability to assist in the response.

- Mass Care - With the extended loss of power the need for mass care will be significant. Many homes can maintain using alternate methods for a period of time however the loss of gas will result in loss of both electrical power to the homes as well as heat. Homes will be structurally intact but uninhabitable and unusable. The mass care impact will increase exponentially over time, the problem will get worse the longer it persists.

- Medical and Public Health - The loss of electricity and heat may directly affect all the hospital and medical providers in anchorage possibly resulting in a sharp drop in capacity.

- Law Enforcement - With power outages, criminal activity may increase across the MOA. APD may have capacity issues with increased staffing to provide traffic control and security for areas of the city that are affected by power outages.

- Public Works - In conjunction with private industry response assets, public works provides services for critical infrastructure and key facilities for the MOA. The department may encounter staffing capacity issues when faced with numerous conflicting and competing priorities.

- Damage Survey - In conjunction with the public works mission, the damage survey process will have a substantial impact on efficient operations. The loss of electricity and gas will have dramatic infrastructure impacts both in private homes as well as MOA facilities. The loss of heat can have significant and long lasting damage to the internal systems of facilities such as plumbing, heating, cooling and electrical components. The damage survey in a post freeze up condition is both time consuming and necessary in order to prevent further damage upon thawing.
WILDFIRE

Scope

Anchorage is a declared community-at-risk for wildfire by the US Department of Agriculture (USDA) Forest Service. The factors contributing to Anchorage’s wildfire risk include; Mixed hardwood and conifer forests that burn readily in high fire danger conditions; Residential and rural neighborhoods exist throughout forested stands that have been affected by the spruce bark beetle.

In the MOA, this area extends over 85,000 acres. The dead trees resulting from beetle attacks contribute to forest fuel accumulations that create high risk for wildfire. Many neighborhoods in the MOA have limited ingress and egress routes for suppression apparatus to enter in and for residents to evacuate.

Situation and Assumptions

- On the south Anchorage Hillside, Eagle River Valley, South Fork, and other sites around the MOA, there are limited water resources to help fight a wildland fire.
- The hilly topography throughout the wildland-urban interface areas contributes to increased rate of fire spread.
- The spring fire season is a dry time in Southcentral Alaska. Dry foliage on the trees and dead bluejoint grass burns readily soon after snow melts.
- Wildland fires are likely to be attributed to human caused events.
- Persistent winds on the Anchorage Hillside will complicate and exaggerate fire behavior.
- There are limited routes of fire apparatus ingress and population egress from wildland fire threatened areas. Those limited routes are shared by fire apparatus and citizens creating congestion points responding to, and evacuating from fires.

Operations

Response and EOC activation for a fire event will be dictated and driven by the scope and locations of the event. The majority of a fire within the MOA are in backcountry environments that do not pose a major threat to large populations or infrastructure. However, a response will likely require a Unified Command that includes multiple agencies (Figure 4-7).

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during an avalanche or landslide include (but are not limited to):

- PIO and A&W - Public Information and Alert and Warning is a key capability in this event response for this no-notice event. Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to a fire event.
- Communications - Communications processes and infrastructure are critical to operations as a means and mechanisms for both the PIO functions as well
as a coordinated response to a fire event where many different agencies will be operating.

- Mass Care - Similar to Medical, an event that impacts a heavily populated area can dictate a large sheltering operation. Additionally, the loss of key infrastructure such as electricity or gas to a large area can necessitate a large mass care operation.

- Evacuation - This function may be required if the fire or weather or environmental conditions warrant the movement of people outside of the potential threat area. Evacuations in a hillside fire event need to be coordinated carefully to avoid congestion of resident travelling out of the area and fire responders travelling into the area.

- Debris Management - A fire event that occurs in populated or areas with infrastructure (roads, etc.) will generate both woody debris as well as potential household debris. The management of that debris during a response and the subsequent recovery will be a significant undertaking.
Wildfire Initial Attack Evacuation Org Chart

Incident Commander / Unified Command

OPERATIONS

- Public Information Officer
- Safety Officer
- Left Flank
- Right Flank
- Evacuation Group
- Structure Protection Group
- Traffic Control Task Force
- Dispatch
- Local Govt.

Evacuee Collection Point

Mass Care

The Local government should have pre-established Evacuee Collection Points & Shelters Coordinate through Dispatch

Decision
Warning & Notification
Implementation Shelter in Place / Evacuate
Reception & Shelter
Return

Operations
Mass Care

Figure 4-7: Wildfire Initial Attack Evacuation
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FLOOD

Scope

Flooding is a major and widespread threat in Anchorage (See Figure 4-8) and can be broken into a number of categories including rainfall-runoff floods, snowmelt floods, ground-water floods, ice jam floods, flash floods, fluctuating lake levels, alluvial fan floods and glacial outburst floods. Coastal flooding from storm surge is not a concern in Anchorage because much of the coastal areas are elevated on bluffs. These are not exclusive categories as a flood event could have elements of more than one type. The types of floods in detail are:

Rainfall-Runoff Floods

Typically, rainfall-runoff floods occur in mid to late summer. The rainfall intensity, duration, distribution and geomorphic characteristics of the watershed all play a role in determining the magnitude of the flood. This is the most common type of flood.

Snowmelt Floods

Snowmelt floods usually occur in the spring or early summer. The depth of the snowpack and spring weather patterns influences the magnitude of flooding. Snowmelt floods can also be caused by glacial melt.

Ground-water Floods

Ground-water flooding occurs when water accumulates and saturates the soil. The water-table rises and floods low-lying areas, including homes, septic tanks, and other facilities.

Ice Jam Floods

Ice jams can form during fall freeze up, in midwinter when stream channels freeze forming anchor ice and during spring break-up when the existing ice cover gets broken into pieces and the pieces get stuck at bridges or other constrictions. When the ice jam fails, it releases the collected water.
Figure 4-8: Floodplain Areas in Anchorage
**Situation and Assumptions**

- Flooding events are largely seasonal and have some level of predictability.
- River flooding in the MOA does not generally threaten large populations or critical infrastructure.

**Operations**

Response and EOC activation for a flooding event will be dictated and driven by the scope and locations of the event. The vast majority of floods within the MOA are in isolated or contained areas that do not pose a major threat to large populations or infrastructure.

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during a flood include (but are not limited to):

- **PIO and A&W** - Public Information and Alert and Warning is a key capability in this event response both in a notice and no-notice event. Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to flood event.

- **Public Works** - Public works will be a critical component to an event due to the nature of the operational capacities of the departments. The heavy equipment and machinery needed to move large volumes of material as well as the department’s functions in restoring key infrastructure is critical in this event.

- **Mass Care** - Localized flooding can dictate a sheltering operation for those who are displaced by the flooded areas.

- **Evacuation** - This function may be required as an area-to-area movement of people outside of the potential threat area.

- **Debris Management** - A flood event that occurs in or across populated or managed infrastructure (roads, etc.) will generate debris. The management of that debris during a response and the subsequent recovery will be a significant undertaking. The debris will be a mixed woody and household materials.
HAZARDOUS MATERIALS RELEASE/OIL SPILL

Scope

The types of material that can cause a hazardous materials incident are wide ranging. Examples include materials such as chlorine, sulfuric acid, gasoline, medical/biological waste, etc. Many accidents happen at fixed sites (where hazardous materials are stored or handled), but incidents may also occur during transportation (by road, rail, pipeline or waterway).

Small-scale hazardous materials incidents occur every year although the exact number is unavailable. Regulated Hazmat throughout the MOA is located in all areas (See Figure 4-9). As the MOA continues to grow, it is likely that the number of facilities using hazardous materials will increase and so will the likelihood of a hazardous materials incident.

Figure 4-9: Regulated Hazmat Locations in Anchorage

Source: AFD, 2010
### Situation/Assumptions

- Hazardous Materials Release/Oil Spill (HMR/OS) is unique not only due to their complex nature, but also due to the overlapping jurisdictional concerns and statutory mandates involved.

- Significant cooperation and coordination will be required between multiple local, state, and federal public safety and environmental organizations to ensure successful operations.

- The response to HMR/OS must be quantitative, measured, and verifiable due to potential litigation which may come at a later date. In this instance, accurate record keeping and maintenance is important.

- Due to statutory requirements it is important that all personnel involved in planning, response, and recovery operations be properly trained and certified by the appropriate controlling authority.

- HMR/OS emergencies are likely to result in significant media attention which can have second and third order affects that may influence response and recovery operations. Such media attention can bring with it a disruptive protest element which must be mitigated to ensure successful response and recovery operations.

### Operations

Response and EOC activation for a Hazmat event will be dictated and driven by the scope and locations of the event. The vast majority of Hazmat spills within the MOA are small and do not pose a major threat to large populations or infrastructure. The potential for large spills or spills of materials that are extremely hazardous to health or a major threat to public safety.

For each functional response area see the corresponding functional annex within this EOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during a Haz Mat spill include (but are not limited to):

- PIO and A&W - Public Information and Alert and Warning is a key capability in this event response in this no-notice event. Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response.

- Medical and Health - In an event that impacts a populated area the public health and medical component could be a significant operation. A medical surge response may be required if there is a release or dispersant over a large area that affects a large population. The medical system may also be impacted by those that aren’t showing any symptoms but believe they may have been exposed to a hazardous material.

- Mass Care - Similar to Medical, an event that impacts a heavily populated area can dictate a large sheltering operation. A Hazmat event can necessitate a large mass care operation due to the size and distance that may be required for exclusion of non-responders. These mass care events are typically short duration in nature until the event is resolved and stabilized.

- Evacuation - This function may be required if the spill size, weather or
environmental conditions warrant the movement of people outside of a potential threat area. An area-to-area evacuation will be likely.
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TRANSPORTATION ACCIDENT (MARINE, VEHICLE, AIRCRAFT)

Scope

The transportation system in the MOA consists of air, road, rail, and marine systems (See Figure 4-10). All of these modes have the potential for accidents that could lead to a disaster.

Anchorage has many public airports, the largest of which is TSAIA. TSAIA is the major passenger and cargo facility and is located on the western edge of the city. Merrill Field, one of the busiest general aviation airports in the country, is located just east of downtown. Several of the flight paths of both airports pass over developed parts of the Municipality. Other airports located within the MOA include Birchwood Airport and Girdwood Airport. There are also two military air fields on JBER. In addition, the MOA has one seaplane base (Lake Hood), although several lakes are used by seaplanes, including Sand Lake, Campbell Lake, and Lower Fire Lake. The MOA is vulnerable to two major types of air transportation accidents; a crash involving a large passenger aircraft or a crash causing casualties on the ground. Mid-air collisions between two aircrafts are also possible.

As a coastal community, the MOA has the potential for marine accidents. The type of accident of greatest concern involves barges transporting materials, fuels, or other hazardous materials. Most goods designated for Alaska come through the Port of Anchorage. The Port also provides all of the jet fuel to JBER and 80 percent of the fuel to TSAIA. The Port also exports petroleum products. There are approximately 140 miles of railroad track in the MOA. The ARRC operates passenger and freight trains on this track.
Figure 4-10: Major Transportation Hubs in Anchorage

4-36 Transportation Accident (Marine, Vehicle, Aircraft)
**Situation and Assumptions**

- There are large amounts of transportation assets moving throughout the MOA.
- The transportation system in the MOA has statewide, national and international significance.
- A large scale transportation event will exceed the resources of the MOA and will require a multi-agency response.

**Operations**

Response and EOC activation for a transportation event will be dictated and driven by the scope and locations of the event. The vast majority of avalanches within the MOA are in backcountry environments that do not pose a major threat to large populations or infrastructure. Landslides within the MOA pose a higher threat of infrastructure loss and affect to populations.

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during a transportation event include (but are not limited to):

- PIO and A&W - Public Information and Alert and Warning is a key capability in this event response for this no-notice event. Public information is critical for information relating to avoidance of hazard areas by the public during the event.
- Public Works - Public works will be a critical component to an event due to the nature of the operational capacities of the departments. Heavy equipment and machinery will be needed to move large volumes of material.
- Medical and Health - A large scale transportation event will often have a strong need for medical and fatality management. A medical surge response may be required.
- Mass Care - The mass care requirements for a large scale transportation event will generally be a short term operation to shelter those affect by the event or displaced by its size and scope.
- Evacuation - Evacuations may be required on an area-to-area basis to remove those threatened by the transportation event.
- Debris Management - A large scale transportation event that occurs in populated areas may generate debris. The management of that debris during a response and the subsequent recovery could be a significant operation.
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VOLCANO

Scope

The MOA is under direct volcanic threat from several active volcanos in the region including Mt. Spur, Augustine and Redoubt. While there is little threat of lava, exploding debris fall or lahar, the threat of ash fall is significant and the MOA has had several ash fall events in recent memory.

Volcanic ash, also called tephra, is fine fragments of solidified lava ejected into the air by an explosion or rising hot air. The fragments range in size, with the larger falling nearer the source. Ash is a problem near the source because of its high temperatures (may cause fires), burial (the weight can cause structural collapses), and impact of falling fragments. Further away, the primary hazard to humans are decreased visibility and inhaling the fine ash. Ash will also interfere with the operation of mechanical equipment including aircraft.

In Southcentral Alaska, this is a major problem as many of the major flight routes are near historically active volcanoes. Alaska is home to 41 historically active volcanoes although none are within the Municipality of Anchorage. Because of the distance between any volcano and Anchorage, Anchorage will not be affected by most elements of a volcanic eruption occurring in Alaska.

Situation and Assumptions

- There is little threat of lava or catastrophic impact to the MOA from nearby volcanos.
- Ash fall events will have notice from the Alaska Volcano Observatory and the State DHS&EM.
- Ash fall has the potential for significant disruption to the population in the MOA.

Operations

Response and EOC activation for a volcano event will be dictated and driven by the scope and location of the event. The vast majority of volcano activity in south central Alaska does not pose a major threat to large populations or infrastructure within the MOA. Ash fall operations are largely “maintenance” disaster operations meaning the response focuses around informing the public of mitigating measures and protection of MOA assets from volcanic ash.

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during a volcano event include (but are not limited to):

- PIO and A&W - Public Information and Alert and Warning is THE key capability in this event response both in a notice and no-notice event. Public information is critical for information relating to avoidance of hazard areas and informational material for citizens to mitigate the impacts of ash.
- Communications - Communications processes and infrastructure are critical to operations as a means and mechanisms for both the PIO functions as well as a coordinated response to managing ash materials on MOA assets. Ash
can physically damage communications and telecommunications infrastructure.

- Public Works - Public works will be a critical component to an event due to the nature of the operational capacities of the departments. The heavy equipment and machinery needed to move large volumes of material as well as the department’s functions in restoring key infrastructure.

- Medical and Health - Ash can be hazardous to human health through respiratory inhalation. A medical surge response is not anticipated, however local medical providers will see an increase in patient volumes relating to inhaled ash.

- Debris Management - An ash fall event may generate enormous amounts of ash debris. Ash will not be managed like woody debris or household waste, it will be managed similar to snow. The ash can have significant impact to the operational status of heavy equipment and preventative maintenance actions are required to handle ash.
COASTAL EROSION AND EXTREME WEATHER

Scope

Extreme weather is a broad category that includes winter storms, heavy snow, extreme cold, ice storms, high wind, thunder & lightning, hail, coastal storms, and storm surge. The entire MOA can experience a winter storm.

Different areas will have varying impacts depending on where the storm originates. Anchorage has the potential for a winter storm every winter. The entire Municipality can get heavy snows but Girdwood tends to receive more snow than other areas. In general, the location of heavy snowfall depends on the weather system involved. The typical storm is a low pressure system originating in Prince William Sound that moves in from the East. This results in heavier snow on the hillside, and less as you get further from the mountains. When the storm is out of the south, the snowfall is heavier in West Anchorage. Air comes up Cook Inlet and hits the mountains, leading to heavy snow on the upper hillside and less in the bowl area.

What is considered an excessively cold temperature varies according to the normal climate of a region. In areas unaccustomed to winter weather, near freezing temperatures are considered “extreme cold.” In Alaska, extreme cold usually involves temperatures below –40 degrees Fahrenheit. Excessive cold may accompany winter storms, be left in their wake, or can occur without storm activity. Extreme cold can also bring transportation to a halt for days or weeks at a time. Aircraft may be grounded due to extreme cold and ice fog conditions. Long cold spells can cause rivers to freeze which increases the likelihood of ice jams and ice jam related flooding. If extreme cold conditions are combined with low or no snow cover, the ground’s frost depth can increase, and disturb buried utility pipes. The greatest danger from extreme cold is to people. Prolonged exposure to the cold can cause frostbite or hypothermia and become life threatening, especially for infants and the elderly. Carbon monoxide poisonings also increase as people use supplemental heating devices.

Situation and Assumptions

- The MOA will experience numerous extreme weather events each year.
- Alaskans are generally adept at managing those extreme weather events.
- Long duration weather events have the potential for cascading failures throughout the MOA.
- The impacts of extreme weather events include both people and infrastructure.
- Weather events will have notice by the national weather service and/or the State DHS&EM.

Operations

Response and EOC activation for a weather event will be dictated and driven by the scope and location of the event. The majority of weather events within the MOA do not pose a major threat to large populations or infrastructure. For weather events that impact people or infrastructure a coordinated multi-disciplinary response will be required.

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.
Some of the primary functional areas that will need to be considered during a weather event include (but are not limited to):

- **PIO and A&W** - Public Information and Alert and Warning is a key function in a weather event response. As a notice event the MOA PIO is able to provide public information about managing weather impacts for citizens.

- **Communications** - Communications processes and infrastructure are critical to operations as a means and mechanisms for the PIO functions as well as the coordinated response to weather generated impacts where many different agencies may be operating. Extreme weather has the potential to affect communications infrastructure.

- **Public Works** - Public works will be a critical component to an event due to the nature of the operational capacities of the departments. The heavy equipment and machinery needed to move large volumes of material (such as snow) as well as the department’s functions in restoring key infrastructure is key in this event.

- **Medical and Health** - Extreme weather events generally impact medical functions as an increase in cold related injuries and illnesses. There is no medical surge anticipated in most weather events.

- **Mass Care** - A mass care operation can be required when the weather impacts critical infrastructure such as power and heat generation within the MOA.

- **Debris Management** - A weather event that occurs in the MOA may generate enormous amounts of debris in the form of snow, felled trees and other household debris. The management of that debris during a response and the subsequent recovery may be a significant operation.
DAMS

Scope

Dam failures involve the unintended release of impounded water. A dam failure can destroy property and cause injury and death downstream. A dam failure does not always involve a total collapse of the dam. Dams may fail due to structural deficiencies, poor initial design or construction, lack of maintenance or repair, weakening of the dam through aging, debris blocking the spillway, other disasters such as earthquakes, improper operation, or vandalism.

The failure of a dam can be result in a major catastrophe with substantial economic impacts and loss of life. There are varying degrees of failure that 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.

According to DNR, there are 10 dams in the MOA (See Figure 4-11). The listed dams have varying degrees of hazard potential (See Figure 4-12).
Figure 4-11: Dams in Anchorage
<table>
<thead>
<tr>
<th>Dam</th>
<th>Hazard Potential</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lake “O” The Hills</td>
<td>High</td>
</tr>
<tr>
<td>Lower Fire Lake</td>
<td>High</td>
</tr>
<tr>
<td>Eklutna</td>
<td>High</td>
</tr>
<tr>
<td>Campbell Lake</td>
<td>Low</td>
</tr>
<tr>
<td>Westchester Lagoon</td>
<td>Significant</td>
</tr>
<tr>
<td>Lower Eklutna</td>
<td>Significant</td>
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<tr>
<td>Gregory Lake</td>
<td>Low</td>
</tr>
<tr>
<td>Otter Lake</td>
<td>Low</td>
</tr>
<tr>
<td>Explorer Glacier Pond</td>
<td>Low</td>
</tr>
<tr>
<td>Ship Creek</td>
<td>Low</td>
</tr>
</tbody>
</table>

Figure 4-12: Hazard Ratings for Dams in Anchorage

The risk increases as dams age and deteriorate from deferred maintenance and decay. Eighty percent of older dams designed and constructed before Alaska adopted dam safety regulations (1989) may have a higher risk due to design inadequacy. The State is especially concerned about those dams with known or suspected deficiencies because they pose a greater failure risk than properly designed and structurally sound dams. Currently, the only dam in the MOA that is being investigated for potential or known deficiencies is the Lake O’ the Hills dam.

**Situation and Assumptions**

- There are several dams that present a threat to the MOA.
- A dam failure can be a notice or no-notice event.
- A dam failure has potential to have a catastrophic impact within the MOA.

**Operations**

Response and EOC activation for a dam failure event will be dictated and driven by the scope and location of the event.

For each functional response area see the corresponding functional annex within this CEOP for concept of operations and roles and responsibilities of key agencies.

Some of the primary functional areas that will need to be considered during a dam failure include (but are not limited to):

- PIO and A&W - Public Information and Alert and Warning is a key capability in this event response both in a notice and no-notice event. Public information is critical for information relating to avoidance of hazard areas by the public.
during times of threat as well as critical information during a response to a
dam threat or failure event.

- Public Works - Public works will be a critical component to an event due to
  the nature of the operational capacities of the departments. The heavy
  equipment and machinery needed to move large volumes of material as well
  as the department’s functions in restoring key infrastructure in this event.

- Medical and Health - If a dam failure event impacts a populated portion of the
  MOA the medical surge response could be major. The fatality management
  capability may be required as well.

- Mass Care - A dam failure event may create a condition where citizens have
  a loss of use or access to their residence. This may generate a mass care
  response that could be long term in nature.

- Evacuation - A dam threat or failure event near a populated area may require
  an area-to-area evacuation.

- Debris Management - A dam failure event that occurs in or across populated
  or managed infrastructure (roads, etc.) will generate enormous amounts of
  debris. The management of that debris during a response and the
  subsequent recovery will be a significant and long term operation.
Municipality of Anchorage

Appendix:
Acronyms & Glossary

Comprehensive Emergency Operations Plan
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APPENDIX: ACRONYMS, ABBREVIATIONS AND GLOSSARY .......................... 5-1
ACRONYMS AND ABBREVIATIONS ......................................................... 5-1
GLOSSARY OF TERMS ................................................................. 5-5
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## APPENDIX: ACRONYMS, ABBREVIATIONS AND GLOSSARY

### Acronyms and Abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AAC</td>
<td>Alaska Avalanche Center</td>
</tr>
<tr>
<td>ACS</td>
<td>Alaska Communications System</td>
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<tr>
<td>ACS</td>
<td>Alternate Care Site</td>
</tr>
<tr>
<td>AFD</td>
<td>Anchorage Fire Department</td>
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<tr>
<td>ALMR</td>
<td>Alaska Land Mobile Radio</td>
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<tr>
<td>AMC</td>
<td>Anchorage Municipal Code</td>
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<tr>
<td>AMS</td>
<td>Alaska Medical Station</td>
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<tr>
<td>ANMC</td>
<td>Alaska Native Medical Center</td>
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<tr>
<td>APD</td>
<td>Anchorage Police Department</td>
</tr>
<tr>
<td>ARC</td>
<td>American Red Cross</td>
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<tr>
<td>ARES</td>
<td>Amateur Radio Emergency Service</td>
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<tr>
<td>ASD</td>
<td>Anchorage School District</td>
</tr>
<tr>
<td>AST</td>
<td>Alaska State Troopers</td>
</tr>
<tr>
<td>AWARN</td>
<td>Anchorage Wide Area Radio Network</td>
</tr>
<tr>
<td>AWWU</td>
<td>Anchorage Water and Waste Water Utility</td>
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<tr>
<td>CAP</td>
<td>Civil Air Patrol</td>
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<tr>
<td>CEA</td>
<td>Chugach Electric Association</td>
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<tr>
<td>CEOP</td>
<td>Comprehensive Emergency Operations Plan</td>
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<tr>
<td>CONOPS</td>
<td>Concept of Operations</td>
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<tr>
<td>COOP</td>
<td>Continuity of Operations</td>
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<tr>
<td>CRTK</td>
<td>Community Right to Know</td>
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<tr>
<td>DAT</td>
<td>Damage Assessment Team</td>
</tr>
<tr>
<td>DHHS</td>
<td>Department of Health and Human Service</td>
</tr>
<tr>
<td>DHS&amp;EM</td>
<td>Division of Homeland Security and Emergency</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>DHSS</td>
<td>Department of Health and Social Services, State of Alaska</td>
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<tr>
<td>DMAT</td>
<td>Disaster Medical Assistance Team</td>
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<tr>
<td>DMORT</td>
<td>Disaster Mortuary Assistance Team</td>
</tr>
<tr>
<td>DOD</td>
<td>Department of Defense</td>
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<tr>
<td>DOT</td>
<td>Department of Transportation</td>
</tr>
<tr>
<td>DST</td>
<td>Damage Survey Team</td>
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<tr>
<td>EAS</td>
<td>Emergency Alert System</td>
</tr>
<tr>
<td>EEO</td>
<td>Equal Employment Opportunity, within the MOA</td>
</tr>
<tr>
<td>EMS</td>
<td>Emergency Medical Services</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
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<tr>
<td>FBI</td>
<td>Federal Bureau of Investigation</td>
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<tr>
<td>FC</td>
<td>Feeding Center</td>
</tr>
<tr>
<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
</tr>
<tr>
<td>FMS</td>
<td>Federal Medical Station</td>
</tr>
<tr>
<td>FOSC</td>
<td>Federal On-Scene Coordinator</td>
</tr>
<tr>
<td>GETS</td>
<td>Government Emergency Telephone Service</td>
</tr>
<tr>
<td>GIS</td>
<td>Geographical Information System</td>
</tr>
<tr>
<td>Hazmat</td>
<td>Hazardous Materials</td>
</tr>
<tr>
<td>HEARUNET</td>
<td>Hospital Emergency Alert Response Network</td>
</tr>
<tr>
<td>HSAS</td>
<td>Homeland Security Advisory System</td>
</tr>
<tr>
<td>ICS</td>
<td>Incident Command System</td>
</tr>
<tr>
<td>IPAWS</td>
<td>Integrated Public Alert and Warning Systems</td>
</tr>
<tr>
<td>ITS</td>
<td>Information Technology Services</td>
</tr>
<tr>
<td>JBER</td>
<td>Joint Base Elmendorf-Richardson</td>
</tr>
<tr>
<td>JIC</td>
<td>Joint Information Center</td>
</tr>
<tr>
<td>Acronym</td>
<td>Definition</td>
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<tr>
<td>----------</td>
<td>-----------------------------------------------------------------</td>
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<tr>
<td>JPDAT</td>
<td>Joint Preliminary Damage Assessment Team</td>
</tr>
<tr>
<td>LE</td>
<td>Law Enforcement</td>
</tr>
<tr>
<td>LOSC</td>
<td>Local On-Scene Coordinator</td>
</tr>
<tr>
<td>MEA</td>
<td>Matanuska Electric Association</td>
</tr>
<tr>
<td>ML&amp;P</td>
<td>Municipal Light and Power</td>
</tr>
<tr>
<td>MOA</td>
<td>Municipality of Anchorage</td>
</tr>
<tr>
<td>NGO</td>
<td>Nongovernmental Organization</td>
</tr>
<tr>
<td>NIMS</td>
<td>National Incident Management System</td>
</tr>
<tr>
<td>NTAS</td>
<td>National Terrorism Advisory System</td>
</tr>
<tr>
<td>NWS</td>
<td>National Weather Service</td>
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<tr>
<td>OCS</td>
<td>Office of Children Services, State of Alaska</td>
</tr>
<tr>
<td>OEM</td>
<td>Office of Emergency Management for Anchorage</td>
</tr>
<tr>
<td>PDA</td>
<td>Preliminary Damage Assessment</td>
</tr>
<tr>
<td>PIO</td>
<td>Public Information Officer</td>
</tr>
<tr>
<td>POA</td>
<td>Port of Anchorage</td>
</tr>
<tr>
<td>POD</td>
<td>Point of Distribution</td>
</tr>
<tr>
<td>PSAP</td>
<td>Public Safety Answering Point</td>
</tr>
<tr>
<td>SAR</td>
<td>Search and Rescue</td>
</tr>
<tr>
<td>SEOC</td>
<td>State Emergency Operations Center</td>
</tr>
<tr>
<td>SNS</td>
<td>Strategic National Stockpile</td>
</tr>
<tr>
<td>SOG</td>
<td>Standard Operating Guidelines</td>
</tr>
<tr>
<td>SOP</td>
<td>Standard Operating Procedure</td>
</tr>
<tr>
<td>SOSC</td>
<td>State On-Scene Coordinator</td>
</tr>
<tr>
<td>SWS</td>
<td>Solid Waste Services, Department of the MOA</td>
</tr>
<tr>
<td>TSIA</td>
<td>Ted Stevens International Airport</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
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<td>---------</td>
<td>--------------------------------------------------</td>
</tr>
<tr>
<td>TRS</td>
<td>Trunked Radio System</td>
</tr>
<tr>
<td>UC</td>
<td>Unified Command</td>
</tr>
<tr>
<td>VOAD</td>
<td>Volunteer Organizations Active in Disasters</td>
</tr>
<tr>
<td>WMD</td>
<td>Weapons of Mass Destruction</td>
</tr>
</tbody>
</table>
**Glossary of Terms**

The terms and definitions used in the CEOP are consistent with current terminology used by federal and state agencies during disaster response and recovery operations.

---A---

**Accountability:** Maintaining formally prescribed property records for a property account. This is only one of several activities supporting property management.

**Affected Area:** The area damaged by a natural or human-caused event. Often it is also the area identified in the major disaster declaration that is eligible to receive assistance in accordance with the provisions of P.L. 93-288, as amended. It is also referred to as the designated area.

**After-Action Report:** Documentation of the chronology of events, actions, mission accomplishments, issues, recommendations for changes to policies and procedures, and other pertinent information that is usually assembled immediately following completion of the response activities. Used for identifying lessons learned, corrective actions, and follow-up actions.

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

**Anchorage Bowl:** Is the geographic area that includes the political boundaries of the Municipality of Anchorage. It is bounded on the west by Cook Inlet and Turnagain Arm, on the east by the Chugach Mountains and Chugach National Forest, extends south along the Seward Highway to Portage and north along the Glenn Highway to Knik Arm. It also includes within its boundaries Elmendorf AFB, Fort Richardson, Eagle River, Birchwood, Peters Creek, Eklutna (most northern town), Girdwood, and Portage (most southern town).

**Asset:** Any resource, such as a person, an organization, a facility, a relationship, equipment, or supply, at the disposition of an organization for use in an operational or support role.

**Assigned Resources:** Resources (personnel and commodities) checked in and assigned work tasks at a disaster.

**Available Resources:** Disaster-based resources (personnel and commodities) that are available for assignment.

---B---

**Branch:** The organizational level having functional responsibility for major parts of disaster operations. The branch level is organizationally between the section level and the unit/group level. Branches are identified by functional name.

---C---

**Cache:** A predetermined complement of equipment, tools, and supplies dedicated to a particular mission and stored and maintained at a designated storage site for emergency use. It includes victim support commodities as well as a predetermined complement of logistics, life-support, and communications equipment established for support of response team operations.
**Capability:** Provides the means to accomplish a mission or function resulting from the performance of one or more critical tasks, under specified conditions. A capability may be delivered with any combination of properly planned, organized, equipped, trained, and exercised personnel that achieves the desired outcome.

**Catastrophic Incident:** Any event that results in large numbers of deaths and injuries; causes extensive damage or destruction of facilities that provide and sustain human needs; produces an overwhelming demand on state and local response resources and mechanisms; causes a severe long-term effect on general economic activity; and severely affects state, local, and private sector capabilities to begin and sustain activities.

**Common Operating Picture (COP):** A broad view of the overall situation as reflected by situation reports, aerial photography, and other information and intelligence. A continuously updated overview of an incident is compiled throughout an incident’s life cycle from data shared among integrated systems for communication, information management, and intelligence and information gathering.

**Concept Plan (CONPLAN):** A plan that describes the concept of operations for integrating or synchronizing federal capabilities to accomplish critical tasks and that describes how federal capabilities will be integrated with regional, state, and local plans to meet the objectives described in a strategic plan.

**Continuity of Government (COG):** Activities that address the continuance of constitutional governance. COG planning aims to preserve and/or reconstitute the institution of government and ensure that a department or agency’s constitutional, legislative, and/or administrative responsibilities are maintained. This is accomplished through succession of leadership, the pre-delegation of emergency authority, and active command and control during response and recovery operations.

**Continuity of Operations (COOP) Plans:** Procedures to ensure the continued performance of core capabilities and/or critical government operations during any potential incident.

**Contractor:** Any individual, partnership, corporation, agency, or other entity (other than an organization engaged in the business of insurance) performing work by contract for the MOA.

**Coordination:** Prioritize, synchronize and direct the activities of cooperating organizations and individuals that are responsible for the outcome. A Coordinating Agency is always specified, never implied.

---

**Demobilization:** The process used to plan and implement the return of response resources to their original point of departure.

**Designated Area:** Any portion of a state affected by an emergency or a major disaster that has been determined to be eligible for federal assistance. Also referred to as the affected area.

**Disaster Declaration:** A presidential finding that a jurisdiction of the United States may receive federal aid as a result of damages from a major disaster or emergency.

**Doctrine:** An authoritative statement of one or more guiding principles. Doctrine encompasses the fundamental principles that guide an organization and “shapes the effort.” Policy includes the process implemented through plans and procedures toward realization of doctrine and “guides the effort.” Strategy is the course of action to achieve
policy goals and “accomplishes the effort.”

—E—

Emergency: Any incident, whether natural or human-caused, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives, to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Assistance: Assistance that may be made available under an emergency declaration. In general, federal support to state and local efforts to save lives, protect property and public health and safety, and lessen or avert the threat of a catastrophe. Federal emergency assistance may take the form of coordinating all disaster relief assistance (including voluntary assistance) provided by federal agencies, private organizations, and state and local governments. The federal government may provide technical and advisory assistance to affected state and local governments for the performance of essential community services; issuance of warnings of risks or hazards; public health and safety information, including dissemination of such information; provision of health and safety measures; management, control, and reduction of immediate threats to public health and safety; debris removal; temporary housing; and distribution of medicine, food, and other consumable supplies.

Emergency Communications: Communications systems established during or in anticipation of an emergency or a major disaster for use by the federal government, state and local government officials, and other persons deemed appropriate by the president or his/her designees under the Stafford Act.

Emergency Management Assistance Compact (EMAC): A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member states quickly and efficiently, resolving two key issues up front: liability and reimbursement.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law, enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or by some combination thereof.

Evacuation: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

—F—

Facility: A public or privately owned building, works, system, or equipment; or an improved and maintained natural feature.

Federal Agency: Any department, independent establishment, government, corporation, or other agency of the executive branch of the federal government, including the U.S. Postal Service but not including the American Red Cross.
Federal Emergency Management Agency (FEMA): The agency tasked by Executive Order 12148 with the responsibility to establish federal policies to coordinate all civil defense and civil emergency planning, management, mitigation, and assistance functions of executive agencies.

Federal Response Plan (FRP): Previously the federal government’s plan of action to assist affected states and local jurisdictions after a major disaster or emergency. The plan addresses the provisions of commodities and services by grouping potential response requirements into 12 categories termed Emergency Support Functions. Twenty-eight federal departments and agencies are signatories of the plan. Note: The Federal Response Plan has been replaced by the National Response Framework.

Field Operations Guide (FOG): A pocket-size document that is carried in the field by response team personnel. A FOG provides instant access to useful reference material such as operational checklists, functional procedures, and emergency directives.

First Responder: Local and nongovernmental police, fire, and other emergency personnel who, in the early stages of an incident, are responsible for the protection and preservation of life, property, evidence, and the environment. This includes emergency response providers as defined in Section 2 of the Homeland Security Act of 2002, as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) who provide immediate support services during prevention, response, and recovery operations. First responders may include personnel from federal, state, local, tribal, territorial, or nongovernmental organizations.

Group: The organizational level having functional responsibility for a specific activity. The group level is organizational between the branch level and the team member performing the activity.

Hazardous Material (HAZMAT): Material that is explosive, flammable, poisonous, corrosive, reactive, or radioactive and requires special care in handling because of the hazards posed to public health, safety, and/or the environment.

HEARNet (Hospital Emergency Alert Radio Network): – Formally a single frequency radio network used to communicate critical medical information among hospitals within the Anchorage Bowl and the Anchorage Emergency Operations Center. It now refers to a specific radio communications “talk-group” on the Anchorage Wide Area Radio Network (AWARN). Hospitals are now capable of communicating statewide via a trunked radio system interoperable with the Alaska Land Mobile Radio (ALMR) system.

Homeland Security Exercise and Evaluation Program (HSEEP): A capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning.

Homeland Security Information Network (HSIN): The primary reporting method (common national network) for the Department of Homeland Security to reach departments, agencies, and operations centers at the federal, state, local, and private sector levels. HSIN is a collection of systems and communities of interest designed to facilitate information sharing, collaboration, and warnings.

Incidents."

**HSPD-7:** Homeland Security Presidential Directive 7, “Critical Infrastructure Identification.”


---I---

**Incident:** Any condition that meets the definition of a major disaster or emergency that causes damage or hardship that may result in a presidential declaration of a major disaster or an emergency.

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with incident base or other incident facilities.

**Incident Command System (ICS):** A combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for managing the assigned resources in an effective and responsible manner. The Emergency Response Team and the Emergency Support Team are organized in accordance with the Incident Command System structure.

---J---

**Job Aid:** A checklist or other visual aid intended to ensure that specific steps for completing a task or assignment are accomplished.

**Joint Field Office (JFO):** The temporary office established in or near the designated disaster area from which the Federal Coordinating Officer and staff, the Incident Management Assistance Team (IMAT), the State Coordinating Officer and staff, and regional recovery organizations coordinate recovery activities. The Unified Area Command Group (UACG) coordinates federal response activities at the field level, and these are normally conducted at the state EOC or at an Initial Operating Facility (IOF) prior to a JFO being established.

**Joint Information Center (JIC):** The physical location where Public Information Officers locate and form the core of the Joint Information System. The Joint Information Center serves as a central, official information source for news media. Unlike its field counterpart, the Washington, DC JIC does not have state or local counterparts.

**Joint Information System (JIS):** Mechanism that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander; advising the Incident Commander concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

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**Lessons Learned:** Critique information captured from past experiences, documented, and distributed in an effort to improve program operations and avoid repeating past mistakes. Within DHS/FEMA, typically documented in the Remedial Action Management Program (RAMP).
Liaison Officer: A person appointed to assist in establishing intra-agency or interagency contacts, keeping personnel informed of disaster status, monitoring disaster operations to identify current or potential problems, and participating in planning meetings.

Local Area Network (LAN): A system designed to allow a number of independent devices to communicate with one another over a common transmission/interconnection architecture.

Local Government: Any county, city, village, town, district, or other political subdivision of any state; Native American tribe or authorized tribal organization; or Alaska Native Village or organization. Includes any rural community or unincorporated town or village or any other public entity for which an application for assistance is made by a state or political subdivision thereof.

Local Jurisdiction: The affected locality or government that has the mandated responsibility for managing an incident, an emergency, or a major disaster within its borders or boundaries.

Long-term Recovery: A process of recovery that may continue for a number of months or years, depending on the severity and extent of the damage sustained. For example, long-term recovery may include the complete redevelopment of damaged areas.

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Major Disaster: Defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122 et seq.), any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, that in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of states, local governments, and disaster relief organizations to alleviate the damage, loss, hardship, or suffering caused thereby.

Mitigation: Provides a critical foundation in the effort to reduce the loss of life and property from natural and/or human-caused disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, have a long-term sustained effect.

Mobilization: The process and procedures used by federal, state, and local organizations for activating, assembling, and transporting requested resources to respond to a disaster or support disaster response operations.

Mutual Aid and Assistance Agreement: Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid short-term deployment of emergency support prior to, during, and/or after an incident.

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National Disaster Medical System (NDMS): A federally coordinated system that augments the Nation’s medical response capability. The overall purpose of the NDMS is to establish a single integrated national medical response capability for assisting state and local authorities in dealing with the medical impacts of major peacetime disasters. NDMS, under Emergency Support Function #8–Public Health and Medical Services,
supports federal agencies in the management and coordination of the federal medical response to major emergencies and federally declared disasters.

**National Incident Management System (NIMS):** Provides a systematic, proactive approach guiding government agencies at all levels, the private sector, and nongovernmental organizations to work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment. NIMS codifies emergency management discipline in six areas: incident command and management structures, core preparedness activities, resource management, communications, supporting technologies, and the maintenance for these systems over time.

**National Preparedness Guidelines:** Guidance for federal departments and agencies; state, tribal, territorial, and local officials; the private sector; nongovernmental organizations; and the public in determining how to most effectively and efficiently strengthen preparedness for terrorist attacks, major disasters, and other emergencies. This document lays out 15 national planning scenarios that form the basis of the newly coordinated national exercise schedule and priorities, and it identifies 37 core capabilities that are needed to support incident management across the Nation. These guidelines identify core community and state capabilities that will be supported by the DHS homeland security grant programs.

**National Resources:** All property purchased with funding from the Robert T. Stafford Act that can be used anywhere needed throughout the United States and that, as such, is managed by the DHS/FEMA Logistics Management Directorate.

**National Response Coordination Center (NRCC):** The focal point for national-level coordination and response support activities. It receives and disseminates information about natural and human-caused disasters, prepares daily reports on emergency activities, and houses and provides direct support to the Emergency Support Team in operations and exercises. It is located in the Federal Center Plaza, 500 C Street, SW, Washington, DC.

**National Response Framework (NRF):** A guide to how the Nation conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It is intended to capture specific authorities and best practices from managing incidents that range from the serious but purely local to large-scale terrorist attacks or catastrophic natural disasters.

**National Voluntary Organizations Active in Disaster (National VOAD):** A consortium of more than 30 recognized national organizations active in disaster relief. These organizations provide capabilities to incident management and response efforts at all levels. During major incidents, National VOAD typically sends representatives to the National Response Coordination Center to represent the voluntary organizations and assist response coordination.

**Natural Disaster:** Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe in any part of the United States that causes, or that may cause, substantial damage or injury to civilian property or persons.

**Nongovernmental Organization (NGO):** An entity with an association that is based on
interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

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**Operational Checklist:** A chronological listing of considerations and/or tasks that the identified user should address when carrying out mission assignments or functions.

**Operational Procedures:** Procedures that address strategies and tactics that an organization may execute during a mission response.

**Operations Plan (OPLAN):** A plan developed by and for each federal department or agency describing detailed resource, personnel, and asset allocations necessary to support the concept of operations detailed in the concept plan.

**Organizational Equipment:** Equipment determined by the DHS/FEMA Director to be necessary to an emergency preparedness organization, as distinguished from personal equipment, and of such a type or nature as to require it to be financed in whole or in part by the federal government. Organizational equipment does not include those items that the local community normally uses in combating local disasters except when required in

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**Point of Contact (POC):** A designated official at the federal, state, or local level who has primary responsibility for coordinating actions of his or her organization.

**Point of Distribution (POD):** Also known as point of destination. A temporary designated location within the disaster-affected area from which state and local responders distribute supplies to survivors. PODs are operated by the affected state and local personnel.

**Post-Katrina Emergency Management Reform Act of 2006:** Signed into law on October 4, 2006 by President George W. Bush, established new leadership positions within the Department of Homeland Security, brought preparedness functions into DHS/FEMA, created and reallocated functions to other components within the Department, and amended the Homeland Security Act.

**Preparedness:** A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and improving in an effort to ensure effective coordination during incident response.

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law-enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.
Primary Agency: A federal department or agency, or the American Red Cross, assigned principal responsibility to manage and coordinate an Emergency Support Function under the National Response Framework. Primary agencies are designated on the basis of their having the most appropriate authorities, resources, capabilities, and expertise to accomplish functions ascribed to the Emergency Support Function. In cooperation with support agencies designated for the Emergency Support Function, the primary agency is responsible for overall planning, coordination, and delivery of Emergency Support Function-related federal assistance to a state.

Private Sector: Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

Protection: Actions to reduce the vulnerability of critical infrastructure or key resources in order to deter, mitigate, or neutralize terrorist attacks, major disasters, and other emergencies. It requires coordinated action on the part of federal, state, and local governments; the private sector; and concerned citizens across the country. Protection also includes continuity of government and operations planning; awareness elevation and understanding of threats and vulnerabilities to critical facilities, systems, and functions; identification and promotion of effective sector-specific protection practices and methodologies; and expansion of voluntary security-related information sharing among private entities within the sector as well as between government and private entities.

Rail Belt: The term generally refers to the geographic area of communities connected by the Alaska Railroad. It traverses over 500 miles of a large and diverse territory starting in the south with the town of Seward running north through Anchorage followed by Talkeetna and Denali, then ending in Fairbanks. Approximately 70% of the State’s population live within the Rail Belt region.

Recovery: The development, coordination, and execution of service and site restoration plans; the reconstitution of government operations and services; individual, private sector, nongovernmental, and public assistance programs to provide housing and promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Regional Operations Center (ROC): The facility from which the Regional Support Team manages initial response activities prior to the establishment of Emergency Response Team Advance Element operations in the affected state. The Regional Operations Center is located at the regional office responsible for the affected area or at a location selected by the regional staff. It usually suspends or significantly decreases operations once the Disaster Field Office is established in the affected area.

Regional Response Coordination Centers (RRCCs): Located in each Federal Emergency Management Agency (FEMA) region, these multi-agency coordination centers are staffed by regional divisions, sections, and programs as well as Emergency Support Functions in anticipation of or immediately following a serious incident in the region. Operating under the direction of the DHS/FEMA Regional Administrator, the RRCCs coordinate federal regional response effort and maintain connectivity with state emergency operations centers, state fusion centers, Federal Executive Boards, and
other federal and state operations and coordination centers that have potential to contribute to development of situational awareness. The RRCC has the primary operational responsibility of managing the federal support to the incident prior to the establishment of the Unified Coordination Group (UCG) at the field level.

**Replenishment:** The process of restocking items used to perform a mission.

**Responder Support Camp:** During disaster situations, FEMA federal, state and local responders may need a place that provides shelter, food, and additional basic needs, such as tents or modular units and associated equipment, including air conditioning, HVAC, leveled plywood floors (or equivalent), bedding, meal services, kitchen, dining hall, limited recreation facilities, operations center, medical unit, refrigerated trucks, shower units, hand wash units, potable (drinking) water, water purification and manifold distribution systems, toilets, on-site manifold distribution of black and gray water and associated on-site sanitation systems, laundry service, industrial generators, and light towers.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; Continuing investigations into the nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law-enforcement operations aimed at preemption, interdicting, or disrupting illegal activity and apprehending actual perpetrators and bringing them to justice.

**Response Support (RS):** Teams and commodities generally applied to logistics activities that are required for establishing and supporting federal response operations, supporting the emergency responder whose mission is to support the disaster victim.

**Responsibility:** An inherent requirement to influence the effort for a favorable outcome. A responsible agency may or may not have direct control over required resources, however it must be vested with the authority to direct and influence events to support a favorable outcome. This includes the use, care, custody, and safekeeping of government property.

**Resource Ordering:** The process by which equipment, supplies, personnel, and services are requested and provided.

**Resource Tracking:** The process by which items that are assigned to temporary custodial officers are monitored as to location and usage for a specific mission.

**Resources:** All personnel and commodities available or potentially available for assignment to disaster tasks. An available supply that can be drawn upon when needed.

**Resupply:** The process of restocking items used to perform a mission; also called replenishment.

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**Stafford Act:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.

**Staging Area:** Any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment. See also National
Logistics Staging Areas.

**State:** Any state of the United States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of Northern Mariana Islands, or the Trust Territory of the Pacific Islands.

**State Coordinating Officer (SCO):** The person appointed by the governor, upon a declaration of a major disaster or of an emergency, to coordinate state and local disaster assistance efforts with those of the federal government and to act in cooperation with the Federal Coordinating Officer to administer disaster recovery efforts.

**Strategy:** The general plan or direction selected to accomplish objectives.

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**Tactics:** The deployment and direction of resources on a disaster to accomplish the objectives designated by the strategy.

**Technical Assistance:** Training, procedural issuances, or provision of experienced personnel to support another organization’s operations. Federal technical assistance is provided when the affected state or local jurisdiction lacks the knowledge needed and the expertise to accomplish emergency work.

**Terrorism:** Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).

**Tribal:** Any Indian tribe, band, nation, or other organized group or community, including any Alaska Native Village as defined in or established pursuant to the Alaska Native Claims Settlement Act (85 stat. 688)[43 USCA and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Trunked Radio System:** A trunked radio system is a complex type of computer-controlled two-way radio system that allows sharing of relatively few radio frequency channels among a large group of users. Instead of assigning a radio channel to one particular organization at a time, users are instead assigned to a logical grouping or "talk-group". Both the Anchorage Wide Area Radio Network (AWARN) and the Alaska Land Mobile Radio (ALMR) system are interoperable trunked radio systems.

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**United States (U.S.):** The 50 states, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Northern Mariana Islands.

**Urban Search and Rescue (US&R or USAR):** The strategy, tactics, and operations for locating, providing medical stabilization and treatment for, and extricating entrapped victims in collapsed structures.
Victim Support: Teams and commodities directly assisting disaster victims that are used to achieve at least one or more of these objectives: save lives; sustain lives; or, to a lesser degree, reduce immediate economic losses.

Volunteer: Any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed.
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