ALASKA

EMERGENCY

OPERATIONS

PLAN

1994

This plan has been prepared by the Division of Emergency Services, of the Alaska Department of Military and Veterans Affairs and coordinated with the agencies tasked herein. Funds for this plan were provided by the Federal Emergency Management Agency and the State of Alaska.

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Federal Civil Defense Act of 1950

PL 93-288, Stafford Act,
as amended by PL 100-707

AS 26.20 Civil Defense

AS 26.23 Alaska Disaster Act

PURPOSE

The purpose of this plan is to:

- Describe conditions which impact upon disaster response operations in Alaska.

- Describe hazards which threaten the people, property, and resources of Alaska.

- Predetermine disaster response related actions to be taken by State, local and private sector agencies.

- Assign emergency management tasks.

- Specify how the State will organize in response to disaster emergencies.

SITUATION

General

Alaska's population is only 599,200, but its land area is 586,400 square miles. It is larger, therefore, than the next three largest states (Texas, California, and Montana) combined.

The State's constitution establishes a policy of maximum self-government for the people. Most of its land mass has not been politically subdivided. Its 16 boroughs should not be viewed in the emergency management context as being the equivalent of county governments. Only in the three unified home rule municipalities will one find municipally run emergency services similar to county style agencies. In the other 13 boroughs, area wide powers focus on education, land use planning, and tax assessment/ collection. Emergency services, if any, are highly decentralized and provided by scattered, independent service areas. The boroughs cover about 38% of the land mass and embrace 86% of the population; the remaining 14% of the population resides in a vast, sparsely inhabited area called the "unorganized borough."

For contingency planning, the Alaska Disaster Act specifies that the Alaska Division of Emergency Services shall play an integral part in the development and revision of local and

interjurisdictional disaster plans and serve each Alaskan political subdivision. Municipalities (incorporated cities and boroughs) may also be served by a local or multi-jurisdictional planning organization which shall prepare and keep current a local or multi-jurisdictional disaster emergency plan.

Climate, Terrain and Economics

Due to the extreme variances that exist with respect to climate, terrain and economics, the distinct features of six different regions must be considered.

- **Southeast**

Because the Southeast Region is composed of thousands of islands and a rugged strip of mainland bordering British Columbia and the Yukon Territory, the majority of its communities can only be reached by marine or air travel. With winter-summer temperature averages ranging from +10°F to +60° or 70°F, the climate is mild by Alaskan temperature standards. By locale, average annual rainfall varies from 25 to 155 inches. Principal communities include Haines, Juneau, Ketchikan, Petersburg, Sitka, and Wrangell. Lumbering, pulp manufacturing, fishing and fish processing, mining, and tourism constitute the major industries.

- **Southcentral**

Curving 650 miles north and west from the coastal areas of the Gulf of Alaska to the Alaska Range, this region includes coastal waters rich in sea-life, fertile river valleys, rugged mountain ranges, forests, and glaciers. The Gulf of Alaska moderates coastal temperatures providing a normal range of zero to 70°F. This region is home for about 60% of Alaska's population. Anchorage has the most diverse economy in the State with heavy involvement in government services and the oil industry. Anchorage is also the State's major transportation hub. Its airport is one of the State's two international airports and provides the major connections for in-state air travel and air freight service. A major military presence is maintained at both Elmendorf Air Force Base and Fort Richardson.

Other key communities include Kenai, a community which serves oil, gas, and petrochemical interests in the Cook Inlet; Seward and Whittier, significant ports for the Alaska Railroad which runs north to Anchorage and Fairbanks; and Valdez, the terminus and port for the Trans-Alaska Pipeline.

- **Southwest**

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

The region's maritime climate is comparatively mild, temperature wise, but the islands are often fog-shrouded and storm struck.
Kodiak is the region's largest city but substantial growth has enlarged Unalaska (Dutch Harbor) recently. Commercial fishing and fish processing are economic mainstays. Travel is primarily accomplished by boat or aircraft.

- **Western**

Reaching north from the head of Bristol Bay to the Seward Peninsula, the Western Region is remote. It includes Nunivak and St. Lawrence Islands and encompasses the Yukon-Kuskokwim Delta.

Winters are characterized by high winds

and humidity; in summer, cool, foggy, rainy weather prevails. Native villages dot a flat landscape where families subsist on fishing, hunting, and trapping. Commercial fishing is an important part of this region's economy. Bethel, a city of 4,500 people on the north bank of the Kuskokwim River, is a regional hub. Air is the principal mode of travel to and from the region; boats, snow machines, and all-terrain vehicles are widely used.

- **Interior**

Larger than Montana, the fourth largest state, the interior region is bordered on the south by the Alaska Range and on the north by the Brooks Range. Between these mountains, the Yukon River and its drainages arc 1,875 miles across the State from the Canadian border to the Bering Sea.

The climate varies radically. Temperatures which can reach 95°F in summer, occasionally plunge to-60°F or colder in winter. These conditions demand the most advanced cold fighting techniques and products.

Fairbanks, the State's second largest city, is somewhat central to the region. It provides the northern terminus of the railroad where logistical support to the North Slope is moved onward, overland via the Dalton Highway (opened to public travel in 1991). Fairbanks is also the distribution point for other interests in the Interior such as Fort Wainwright and Eielson Air Force Base.

- **Arctic**

This barren, treeless region of rolling tundra lies between the Brooks Range and the Arctic Ocean. Summer temperatures average 40°F. Winter temperatures which average -17°F frequently yield lower chill factors due to high winds. Winter also means 67 days without daylight. The sun sets on November 18, and does not rise until January 24. The region is also arid with annual precipitation averaging less than 5 inches.

The arctic region contains the North Slope oil fields and the Red Dog Mine (zinc). However, the majority of its coastal plain is populated by Alaska Natives who live a traditional subsistence lifestyle by hunting and fishing. Barrow, Nome, and Kotzebue are the largest communities. Air is the principal method of travel. Boat use is seasonal as the Arctic Ocean's shores are ice locked 7 to 8 months, annually.

Hazards

- **General**

Alaska's Disaster Index shows an increasing potential for disaster emergencies. The Index, a record of gubernatorial declarations since 1978, reveals that in the first half of the intervening period, the occurrence rate of disaster emergencies averaged between 4 and 5 each year. In the most recent half, the annual average has risen between 15 and 16. Naturally occurring events have caused nearly two-thirds of Alaska's disaster emergencies. In one sense Alaska is fortunate that its vast, sparsely populated regions allow events that would be devastating elsewhere to take place with little or no recognition. On the other hand, when these remote occurrences do threaten or devastate on a widespread basis, then the factors of distance, harsh climate, rugged terrain, and dependence on air travel make relief efforts uncertain and in all cases costly. The three categorical hazards confronting the State are explained as follows.

- **Attack**

The threat of global nuclear war has faded with the recent ending to the "Cold War." All weapons, however, have not

been dismantled. Alaska is still home to several large military installations and its geographical location assures its future importance to Northern Hemisphere strategies. Alaska produces 25% of the U.S. domestic crude oil, it is the national leader in zinc and tin production, and it has six of the nation's top ten money making ports for commercial fishing interests. These factors provide ample reasoning to presuppose Alaska's involvement in future conflicts with even limited objectives or its capacity to present targets for criminal acts of terrorism or sabotage.

- **Natural Hazards**

There are a variety of natural hazards that put Alaska's people, property, and resources at considerable risk. Alaska is "***Earthquake Country***." In this century more than 10% of all the world's earthquakes, 25% of all the world's released earthquake energy, and three of the world's six largest earthquakes have taken place in Alaska. The Southeast, Southcentral, Southwest, and Interior Regions are all vulnerable, but for demographic and other reasons previously explained, a very large earthquake in Southcentral represents the greatest potential for a catastrophic incident. ***Tsunamis*** are frequent by-products of earthquakes occurring in Alaska's coastal areas, but localized versions are also set off by calving glaciers, avalanches, or landslides. Localized tsunamis are also set off by calving glaciers, avalanches, or landslides. Whatever their origin, tsunamis rank high as potential killers. Communities at risk are well documented and included in tsunami warning procedures which are initiated by the Alaska Tsunami Warning Center in Palmer. Tsunamis require a high degree of vigilance and place great demands on Alaska's warning network in those regions that form the littoral of the Pacific Basin and the Gulf of Alaska.

Floods alone account for 40% of the State's disaster emergencies. Most floods are of the riverine variety. Alaska's 15 major river systems and an unknown number of smaller streams drain an area of 730,000 square miles, one-fifth of which are in Canada. The Southcentral, Western, and Interior Regions are especially prone to spring flooding. The Southcentral and Interior Regions also flood during the warmer months if unusually heavy and prolonged rainfall combines with glacial runoff or saturates frozen ground. Similar conditions can prevail in the Southeast Region. All coastal areas of the State, especially the Western Region, are vulnerable to storm driven waves which flood communities and damage boats and port facilities. Alaska has no recent record of flood-caused injuries. However, flooding accounts for the preponderance of disaster relief fund spending in the form of mitigation projects, emergency response, or post event recovery.

Volcanos are a significant hazard in the Southcentral and Southwestern Regions. About one-twelfth of the world's active, above-water volcanos are located there. Unlike the Hawaiian volcanos which produce spectacular lava flows, Alaska's volcanos tend to be explosive with eruptions characterized by periodic bursts of steam and volcanic ash which can sometimes go on for months or even years. Of special concern are the Cook Inlet volcanos: Mts. Torbert, Spurr, Redoubt, Iliamna, and Augustine. When active, their close proximity to Anchorage and other Southcentral centers of activity can disrupt air traffic and necessitate costly “clean-ups. “

In every decade, ***prolonged periods of cold weather*** have prompted disaster emergency declarations. The Arctic, Interior, and Western Regions are particularly vulnerable. Problems usually start with liquid fuels congealing in tanks and supply lines, causing fuel

starved electrical generation equipment to shut down. Without power, pumps and heaters become inoperative, water and sewer systems freeze up, pipes rupture, and expensive repairs ensue.

Wildland fires are a seasonal threat in the Interior Region and to a pocket around Anchorage in the Southcentral Region. People are the principal cause of fires in Southcentral; lightning often provides the source of ignition in the drier Interior. Alaskan fires are not as notorious as some other states' fires, but they can require massive response efforts. Drought is not considered to be a significant hazard although unseasonable dry spells have occasionally lowered water tables or elevated the fire danger threshold. A 1969 fire on the Kenai Peninsula burned out of control for over three weeks and required more than 4,000 fire fighters, $21,000,000, and two months of effort to suppress it.

Windstorms, too, can cause widespread disaster. No coastal areas are immune, but the South-western and Western Regions are most vulnerable. Some storms strike with hurricane force, wreaking havoc on port facilities as well as commercial and subsistence fishing interests.

Other naturally occurring hazards are ***heavy snowfalls*** which can collapse roofs, clog arterials, disrupt emergency services, and stress local snow removal budgets. Erosion frequently accompanies river and coastal flooding but is not always tied to a storm or a seasonal event. Alaska has over 28,000 square miles of glaciers. In some respects it is still emerging from the Ice Age.

Some of Alaska's rivers are immature, heavily laden with sediments, building deltas, and constantly re-channeling or meandering. Bank erosion is a feature of this natural process. ***Mass wasting, landslides, and avalanches*** are occasional problems, but usually localized. Erosion frequently accompanies river and coastal flooding but is not always tied to a storm or a seasonal event. Widespread difficulties do not result unless the slide dams up a river or triggers a tsunami. Drought is not considered to be a significant hazard although unseasonable dry spells have occasionally lowered water tables or elevated the fire danger threshold.

- **Technological Hazards**

Alaska faces an array of technological hazards in spite of its lack of nuclear power plants and large manufacturing complexes. The potential for major or catastrophic events is great in the Arctic, Southcentral, and Interior Regions which are involved in the production or transportation of one-fourth of the nation's domestic crude oil. This endeavor carries the danger of a large oil spill and the potential for a release of one of the many other hazardous substances used in this work.

In other regions of the State the potential exists for incidents involving other substances. In Southeast, for example, there are several sizeable timber and pulp industries which utilize acids and other extremely hazardous substances. Southeast is also home to fish processing centers which make considerable use of ammonia and chlorine. Similar facilities also exist in coastal communities throughout the Southcentral, Southwestern, and to a lesser degree, the Western Regions.

Each remote village and community has unusually large bulk fuel storage facilities. There are no county fuel distributors to replenish stocks throughout the year. Resupply is a "one time" annual undertaking for fuel and other bulk commodities. Needless to say, coastal and river barge operations are at their peak during summer months

throughout the Southwest, Western, Interior, and Arctic Regions. All transportation modes are heavily laden during summer months, with goods and supplies, tourists, sports fishermen, hunters, and seasonal workers who support these industries. One might consider that the increase in summer activity enhances the risk of a transportation mishap. However, the reduction in winter activity is offset by harsh weather, so the hazard threshold does not change appreciably.

One technological hazard that does present a seasonal risk is urban fire. Since 1978, seventeen disaster emergencies have resulted from fires which destroyed vital facilities in "Bush" communities. Thirteen of these 17 fires occurred in October through early April.

ASSUMPTIONS

• An attack, naturally occurring event, or technological incident is apt to occur without warning and at a time when State offices are closed.

• During catastrophic events, normal emergency services within the affected area will be overwhelmed local emergency plans will be implemented, and local disaster emergencies declared.

• State employees, normally assigned and living within impact areas, will attend to their personal family needs, respond according to parent departmental instruction, and coordinate their responses, as necessary, with local officials.

• The State Emergency Coordination Center (SECC) will be activated within 1.5 hours of a decision to do so. Minimum staffing will consist of (1) State Area Commander, (2) Chief of Operations, (3) Chief of Plans, and (4) Chief of Logistics.

• Telephones will be either inoperative or circuits saturated.

• Some roads will be impassable; all forms of transportation movement will be slowed.

• Electrical power disruptions will occur; vital facilities will be affected and disaster response efforts impaired.

• The State SECC at Fort Richardson will be operational. Satellite State SECCs in affected regions will be established, if needed.

• In a major event, the national and international press will be on-scene in addition to local media representatives.

• Alaskans will want to be helpful. Volunteers and contractors will come forward. They will need resourceful leadership.

• Alaskans will not riot, take unlawful advantage of victims, or tolerate those who attempt such behavior.

PLANNING NOTES FOR LOCAL GOVERNMENTS

• Local emergency managers should adopt criteria, consistent with local conditions, for SECC activation and minimum staffing.

• It is expected that each head of household will develop a family disaster plan and maintain the minimum essential supplies to be self-sufficient for seven days.

• It is also expected that neighborhood and apartment association disaster groups will be formed so that maximum benefit can be derived from resources and skills available close to home.

CONCEPT OF OPERATIONS

General

Basic responsibility for emergency planning and disaster response lies with individuals and heads of households. This is consistent with Alaska's Constitutional policy of maximum self-government. When individuals and families cannot respond effectively, local chief executives, as designated in local emergency plans, will take charge of local actions to protect lives, property, and resources. Chiefs will also relieve the suffering of victims. If local capabilities are exceeded the local chief executive may ask for a gubernatorial declaration and State assistance. The Governor, in turn, has the option of asking for federal aid when it appears that the combined resources of local and State agencies will be inadequate.

Government Relationships

Local emergency managers usually know the best ways to apply disaster relief resources within their communities. State workers will, in most cases, work alongside and take instruction from local management. Otherwise, they are expected to coordinate their activities with local managers so that State aid is rendered in the most helpful manner. The State, when asked to assist, does not intend to direct and control local relief operations unless asked to do so. Even regulatory and oversight responsibilities are expected to be fulfilled in an atmosphere of mutual cooperation, although such duties might seem to be a "headwind" to on-scene workers. Similarly, federal assistance is intended to be supportive of State and local efforts, not a substitute. The Federal Response Plan makes this point very clear as a matter of operational policy.

Phases

Emergency operations are conducted in three phases: pre-emergency, disaster emergency, and recovery.

- **Pre-emergency**

Pre-emergency activities include initial assessment, alert notification, and mitigation. State and local emergency managers have a day-to-day obligation to assess the impact of an attack, natural

disaster, or technological incident. To do so, they must monitor certain conditions and analyze information that could signal the onset of one of these events. The Alaska Department of Military and Veterans Affairs' Division of Emergency Services (DMVA/DES) is the focal point in State government for these activities although other agencies within the Departments of Public Safety, Environmental Conservation, Transportation and Public Facilities, Natural Resources, Commerce and Economic Development, Community and Regional Affairs, and Health and Social Services are vigilant to crises within their areas of responsibility. When DMVA/DES receives information about a potential disaster emergency, it will conduct an initial assessment; determine the need for alerting other State agencies, local governments, and private sector groups; and set in motion appropriate preparedness and mitigation actions to reduce risk and potential impacts.

- **Disaster Emergency**

During the disaster emergency phase, State agencies will support local responders by providing warnings and emergency public information of a statewide or multiple locality nature. State agencies will also help to save lives and property, supply basic human needs, maintain or restore essential services, and protect vital resources and the environment.

State personnel permanently assigned in the impacted area will continue day-to-day assignments, especially those which parallel local activities to protect the public, relieve suffering, and operate/maintain lifelines. Throughout this phase, more extensive and continuous situational assessment will be required. Situation reports will be provided by DMVA/DES or the State EOC to State Command Authority, interested State agencies, affected local governments, private response groups, appropriate federal agencies in Alaska, and FEMA Region 10. State agencies in the impacted area and local emergency managers must provide a continuous information flow to DMVA/DES or the State ECC to enhance the accuracy and completeness of situation reports.

- **Level One Response**

During incidents of limited scope which do not require complete staffing of the State SECC, a member of the DMVA/DES staff will function as State Area Commander to coordinate the State's response. This individual will also act as the State Coordinating Officer (SCO) to coordinate the participation of federal agencies as needed. Ninety-nine percent of disaster emergencies are handled as level one incidents with agencies external to DMVA/DES providing technical assistance on an "on-call" basis or providing personnel for short term assignments in the impact area.

- **Level Two Response**

Level two response of operations is reserved for catastrophic events. Activities will be coordinated and directed from the State's SECC which is located in Anchorage at the Fort Richardson National Guard Armory. In the event that the National Guard Armory is unusable, and no suitable Anchorage alternate location is available, the State SECC will be activated in Fairbanks. Fairbanks is the preferred location for the alternate SECC because of its international airport and its proximity to alternate airfields and military installations. Under certain circumstances, it might become necessary to activate a State SECC in the Southeast Region. The Director of DMVA/DES will be the State Area Commander and State Coordinating Officer unless the

Governor assigns another to those tasks. The State's SECC will organize as specified in Figure 1, of this plan. Provision is made for the State Area Commander to add or delete positions or numbers of personnel if the situation requires it. The State Area Commander may also employ one or more on-scene coordinators to act as liaison between the State SECC and other officials throughout the impacted area. As a general rule these individuals will be representatives from other executive departments who are also in charge of a large scale departmental response to an incident or series of incidents in a specific locale.

In a catastrophic event, the federal Alaska Emergency Response Team (AERT), made up of representatives from federal agencies permanently based in Alaska, will collocate with the State SECC and establish an interim Disaster Field Office (DFO) in the Fort Richardson Armory. Depending on the degree of further federal involvement, the AERT may be replaced or augmented by other federal workers who will form an Emergency Response Team (ERT). Coordination between State and federal agencies will be accomplished between the staffs of the State ECC and the federal DFO.

- **Recovery**

The recovery phase will be entered after the life threatening situations have been effectively dealt with and the basic human needs of the public have been met. In a general sense, the recovery phase will focus on a return to normal. Activities will include repair of damages to public and private property, the environment, transitions from emergency sheltering and care of victims to temporary housing. However, long-term housing and care arrangements, economic stabilization and recovery, and dispensing financial aid to qualifying public agencies and individuals will be available. State government will oversee the administration of State aid and coordinate all federal assistance provided to Alaska. The State SECC will deactivate and State executive departments will assume a growing responsibility for reconstruction within their areas of expertise. The Director of DMVA/DES, or an appointee, will be the SCO and also serve as the Governor's Authorized Representative (GAR). A close working relationship will be maintained with the Federal Coordinating Officer (FCO).

Disaster Assistance Centers (DACs) may be established in or nearby disaster impacted areas. These will be State centers unless a federal declaration has been issued, in which case, they will be joint State-federal centers providing individuals and families an opportunity to apply for available assistance. These centers will also furnish advice and information to local officials regarding available assistance and the administrative requirements attached. Local officials will assist State and federal workers to prepare damage surveys to be completed before individual projects can be identified and cost accounting of remedial work begins.

Functional Responsibilities

Significant activities common to disaster emergencies are grouped according to emergency management functions. State agencies which have day-to-day obligations and private organizations which have agreed to disaster response taskings are assigned specific responsibilities on subsequent pages. A responsibility of all State agencies is to develop supporting checklists and standard operating procedures. The relationships between various agencies and functions are shown in Figure 2. This figure also indicates agencies which are assigned a primary functional

responsibility and those which have a supporting role. Additionally, several State departments have developed contingency plans to handle departmental emergencies. These include the DEC's Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges/Releases, the Alaska Systems Coordinating Council Mutual Assistance Program (electrical power systems), and the DNR, Division of Forestry's Alaska Inter-Agency Fire Management Plan. Plans of this type are published under separate cover, but supplement this State plan.

State ECC
Organizational Structure

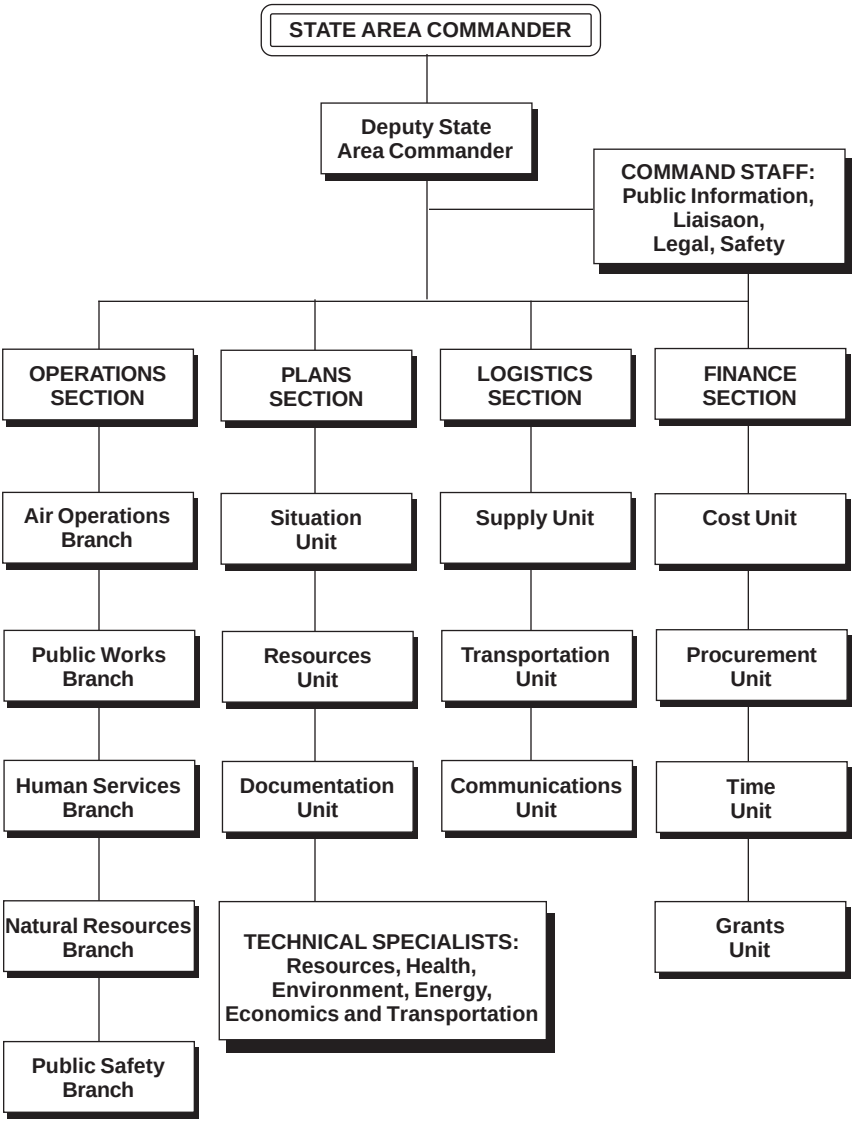

Figure 1

AGENCY FUNCTION CHART

P = Primary Responsibility S = Support Responsibility	FUNCTIONS	Coordination & Control	Communications	Warning	Public Safety	Human Services	Public Works	Natural Resources	Damage Assessment	Finance & Administration	Radiological Protection
AGENCIES											
Governor		S									
ECC State Area Commander		S								S	
ECC Operations		S			S	S	S		S		
ECC Plans		S	S								
ECC Logistics		S	S								
ECC Finance									S		
AK Dept of Mil & Vet Affairs		P	P	P	P	P	P	P	P	P	P
AK Dept of Administration			S						S	S	
AK Dept of Commerce & Econ Dev			S				S		S		
AK Dept of Community & Reg Aff						S	S		S		
AK Dept of Corrections					S						
AK Dept of Education						S					
AK Dept of Environmental Cons		S	S	S	S	S	S	S		S	
AK Dept of Fish & Game					S			S	S		
AK Dept of Health & Social Svcs						P			S		S
AK Dept of Labor						S					S
AK Dept of Law										S	
AK Dept of Natural Resources				S		S		P	S		
AK Dept of Public Safety					P						
AK Dept of Revenue						S					
AK Dept of Trans & Pub Facilities					S		P		S		
Office of Management & Budget										S	
National Warning Center				S							
AK Earthquake Info Center				S							
National Weather Service				S							
AK Tsunami Warning Center				S							
AK Volcano Observatory				S							
American Red Cross						S			S		
Civil Air Patrol					S				S		S
NAWAS State Area Warning Points				S							
Corps of Engineers									S		

Figure 2

COORDINATION AND CONTROL

FUNCTION COORDINATOR: DEPARTMENT OF MILITARY AND VETERANS AFFAIRS
PURPOSE: To provide coordination and control of State resources during disaster emergencies.

	RESPONSIBILITY/TASK	TASK AGENCY
Pre-emergency	• Provide a duty officer on a 24-hour basis.	ADMVA/DES
	• Develop a regulation to formulate and activate the State ECC staff.	ADMVA/DES
	• Develop a disaster emergency reporting system.	ADMVA/DES
	• Develop checklists and standard operating procedures in support of this plan.	All State Depts/Agencies
	• Activate the State ECC, as required.	ADMVA/DES
Disaster Emergency	• Brief the Governor and provide situational information to the disaster mini-cabinet.	ECC-State Area Comdr & Ops
	• Assess disaster emergency information.	ECC - Plans
	• Determine appropriate actions to save lives and protect property.	ECC - Plans&Ops
	• Coordinate disaster emergency operations.	ECC - Ops
	• Receive and process requests for assistance.	ECC - Ops
	• Disseminate situational information to State ECC staff.	ECC - Plans
	• Prepare situation reports and Incident Action Plans.	ECC - Plans
	• Coordinate and disseminate emergency public information.	ECC - Cmd PIO
	• Assist the Governor prepare proclamations, executive orders, and directives.	ECC - Plans&Ops
	• Issue proclamations, executive orders, and directives to facilitate disaster emergency operations.	Governor
	• Activate and maintain liaison with State On-scene Coordinators.	ECC - State Area Comdr & Ops
	• Operate a central ordering point for requisitioning unavailable resources.	ECC - Logistics
	• Operate the State ECC message center.	ECC - Logistics
	• Manage volunteer pools and depot assets.	ECC - Logistics
	• Prepare requests for federal assistance.	ECC - Ops & Logistics
	• Coordinate use of federal resources.	ECC - Ops
	• Arrange goods and services support for the State ECC.	ECC - Logistics
	• Liaison with community leaders and special interest groups.	ECC - Cmd Liaison Off
	• Develop measures to enhance personnel safety.	ECC - Cmd Safety Off

COORDINATION AND CONTROL

(continued)

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Provide legal assistance to the State ECC Command and General Staffs.	ECC - Cmd Legal Off
	• Represent the State in legal proceedings resulting from a disaster emergency.	ADLAW
	• Provide or arrange escort service for media representatives and VIPs.	ECC - Cmd PIO
	• COORDINATE WITH FEDERAL EMERGENCY SUPPORT FUNCTIONS (ESFS)	
	ESF #1 Transportation	ECC - Logistics or Public Works Branch
	ESF #2 Communications	ECC - Comm Unit
	ESF #3 Public Works and Engineering	ECC - Public Works Branch
	ESF #4 Fire Fighting	ECC - Public Safety Branch
	ESF #5 Information and Planning	ECC - Plans
	ESF #6 Mass Care	ECC - Human Services Branch
	ESF #7 Resource Support	ECC - Logistics
	ESF #8 Health and Medical Services	ECC - Human Services Branch
	ESF #9 Urban Search and Rescue	ECC - Public Safety Branch
	ESF #10 Hazardous Materials	ECC - Natural Resources Branch
	ESF #11 Food	ECC - Human Services Branch
	ESF #12 Energy	ECC - Public Works Branch

COMMUNICATIONS

FUNCTION COORDINATOR: ECC - COMMUNICATIONS UNIT

PURPOSE: To provide a communications system for receiving and transmitting disaster emergency information.

	RESPONSIBILITY/TASK	TASK AGENCY
Pre-emergency	• Activate the Communications Unit.	ADMVA/DES
	• Provide technical assistance to alert the State ECC staff.	ADMVA/DES
Disaster Emergency	• Arrange for emergency communications between the State ECC, local contacts in the impact area, satellite command centers of other State and private sector organizations, and federal agencies.	ADMVA/DES ADOA/DIS
	• Inform ECC General Staff of the availability of supplemental communications systems and arrange to bring systems on-line, if directed.	ADMVA/DES
	• Provide or arrange technical assistance to local government and other response agencies.	ADMVA/DES, ADOA/DIS
	• Provide technical support to the ECC's Command and General Staffs in the dissemination of emergency public information by activating the Emergency Broadcast System or using other communications systems.	ADVMA/DES, ADOA/DIS
	• Provide the Resources Unit information affecting the performance and status of the following emergency communications systems. - Long distance telephone service - Local phone service in impact area - National Attack Warning System - Emergency Broadcast System - In-use back-up radio systems - Supplemental communications systems	ADVMA/DES
	• Maintain and report status of above systems to interested agencies external to State ECC.	ECC - Resources Unit
	• Provide back-up communications resources, as required.	All State Depts/Agencies, ADCED/ARRC, ADEC

WARNING

FUNCTION COORDINATOR: DEPARTMENT OF MILITARY AND VETERANS AFFAIRS
PURPOSE: To develop a system to warn local officials and the public of impending disaster emergencies.

	RESPONSIBILITY/TASK	TASK AGENCY
Pre-emergency	• Establish a statewide warning system consisting of the existing telephone network, the National Attack Warning System, the Emergency Broadcast System, and the Statewide Emergency Radio Frequency (155.295 MHZ).	ADMVA/DES
	• Plan for, supervise, and conduct system tests.	ADMVA/DES
	• Report earthquake characteristics and provide an assessment of the potential for significant after shocks which may post a risk to life and property.	AEIC
	• Develop procedures and memoranda of agreement with owners/operators.	ADMVA/DES
	• Furnish attack warning.	NAWAS
	• Issue tsunami watches, warnings, and advisories and supplemental earthquake information for earthquakes below the tsunami warning threshold.	ATWC
	• Issue statements, watches, warnings, and other notices for flash foods, river and coastal floods, severe weather and local storms, fire threat, and fallout/volcanic ash winds.	NWS
	• Issue volcanic warnings and advisories.	AVO
	• Issue wildland fire warnings and advisories.	ADNR
Disaster Emergency	• Provide notification of hazardous substance release.	ADEC
	• Assess pre-event data, review event specific notification requirements, and verify receipt of warnings at the local level.	ADMVA/DES
	• Relay warning related information to the primary NAWAS State Area Warning Point(s) or ADMVA/DES Duty Officer.	Alternate State Warning Point: Kulis ANG
	• Relay warning related information to local officials in neighboring communities in accordance with "Fanout" procedures.	NAWAS State Area Warning Points
	• Warn the public and recommend protective measures to preserve life, property, vital resources, and the environment.	Local Officials
	• Heed warnings and take protective actions.	Local Officials, Heads of Households, and Individuals

PUBLIC SAFETY

FUNCTION COORDINATOR: DEPARTMENT OF PUBLIC SAFETY
PURPOSE: To protect life and proeperty and maintain order during disaster emergencies.

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Activate the Public Safety Branch.	ECC - Ops
	• Coordinate Public Safety support to local governments to include: law enforcement, security, traffic control, urban fire support, search and rescue, evacuation, victim identification, care of mass casualties, and related record keeping.	ECC - Public Safety Branch
	• Provide Public Safety support resources.	ADPS, ADFG, ADOC, CAP, ADMVA/AKNG
	• Ensure liaison with federal law enforcement and rescue organizations.	ECC - Public Safety Branch
	• Support public safety activities by installing emergency markers, regulatory devices, barricades, routes, and facility signs.	ECC - Public Works Branch
	• Provide technical assistance to local governments and parties responsible for released hazardous substances.	ADEC/SPAR

HUMAN SERVICES

FUNCTION COORDINATOR: DEPARTMENT OF HEALTH AND SOCIAL SERVICES
PURPOSE: To provide a variety of human services during disaster emergencies.

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Activate the Human Services Branch.	ECC - Ops
	• Provide Human Services resources.	ADHSS, ARC, ADOE, ADOL, ADCRA, ADOR, ADMVA/AKNG
	• Coordinate use of emergency medical and health care resources.	ADHSS
	• Provide technical assistance to control disease and identify public health hazards.	ADHSS, ADEC
	• Provide notification to the public about contamination, or possible contamination of drinking water, food resources, and agricultural products.	ADEC, ADNR
	• Assist those providing assistance to victims requiring special care.	ADHSS
	• Establish emergency shelters and provide mass care services.	ARC, ADMVA/AKNG
	• Operate first aid stations and a Disaster Welfare Inquiry System.	ARC
	• Operate centers for individual assistance and bulk distribution of relief items to disaster victims.	ARC
	• Help coordinate the relief efforts of volunteer groups.	ARC
	• Coordinate, where necessary, the use of schools as shelters.	ADOE
	• Arrange for disaster related education or specialized vocational training.	ADOE
	• Assist in disaster relief matters involving occupational health and safety.	ADOL
	• Use employment services to identify a potential disaster relief work force and operate the unemployment insurance program.	ADOL
	• Assist communities to assess socioeconomic impacts and develop remedial plans to continue government services.	ADCRA
	• Provide State grants to communities as required.	ADCRA, ADEC
	• Provide assistance in obtaining rebuilding funds and technical support.	ADOR

PUBLIC WORKS

FUNCTION COORDINATOR: DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES
PURPOSE: To coordinate maintenance and emergency repair of essential facilities, utilities, and other public works.

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Activate the Public Works Branch.	ECC - Ops
	• Provide Public Works resources.	ADOTPF, ADEC/VSW, ADCED/AIDEA/ ARRC, ADCRA/ DOE
	• Coordinate operations, maintenance, and restoration of essential transportation systems.	ADOTPF, ADCED/ARRC
	• Coordinate the repair and restoration of other public facilities and works.	ADOTPF
	• Provide technical public works assistance to local officials.	ADOTPF
	• Coordinate the operation, maintenance, and restoration of State electrical power projects.	ADCED/AIDEA
	• Provide technical power generation and transmission assistance to local rural officials.	ADCRA/DOE
	• Coordinate the emergency response efforts of government and privately owned rural utilities.	ADCRA/DOE
	• Coordinate the emergency response efforts of government and privately owned urban utilities.	ADCED/APUC
	• Provide technical assistance to assure safe public and private drinking water supplies and waste water disposal.	ADEC/VSW
	• Ensure liaison with federal public works agencies.	ADOTPF, ADCED/AIDEA, ADEC/VSW

NATURAL RESOURCES

FUNCTION COORDINATOR: DEPARTMENT OF NATURAL RESOURCES
PURPOSE: To protect Alaska's natural resources and environment.

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Activate the Natural Resources Branch.	ECC - Ops
	• Provide resources to support branch activities.	ADNR, ADEC, ADFG, ADMVA/AKNG
	• Coordinate activities for protection of Alaska's surface and subsurface resources exclusive of fish and game.	ADNR
	• Oversee and coordinate the cleanup and disposal of hazardous substance spills and contaminated debris.	ADEC/SPAR
	• Coordinate activities essential for protection of Alaska's fish and game and human uses of these resources.	ADFG
	• Ensure liaison with federal agencies in areas of mutual interest.	ADNR, ADEC, ADFG

DAMAGE ASSESSMENT

FUNCTION COORDINATOR: DEPARTMENT OF MILITARY AND VETERANS AFFIARS
PURPOSE: To assess disaster related property damage.

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Gather preliminary damage estimates.	ECC - Ops
	• Activate damage assessment groups and assign tasks.	ECC - Ops
	• Provide transportation resources for movement of damage assessment teams.	ADMVA/AKNG, ADCED/ARRC
	• Provide resources to assess damage to:	
	- **Private**	
	Residences	ADMVA/DES
	Businesses	ADMVA/DES
	- **Private, Non-Profit**	
	Educational facilities	ADOE
	Long term care/medical facilities	ADHSS
	Religious facilities	ADMVA/DES
	Electrical utilities	ADCED/AIDEA, ADCRA/DOE
	Water and seawage facilities	ADEC/VSW
	Telephone utilities	ADOA
	- **Public**	
	Buildings and equipment	ADOTPF, ADMVA/DES
	Roads, railroads, airports, docks, and dikes	ADOTPF, COE, ADCED/ARRC
	Schools, colleges, and universities	ADOE
	Electrical utilities	ADCED/AIDEA, ADCRA/DOE
	Water and sewage facilities	ADEC
	Dams and water projects	ADNR
	Debris - land	ADOTPF, ADNR, ADEC
	Debris - water	ADNR, ADEC
	State owned hatcheries	ADFG
	• Assist local governments to assess economic impacts.	ADCRA
	• Coordinate with federal agencies in areas of mutual interest.	All State Depts/ Agencies
	• Provide local knowledge and team escorts.	Local Officials
	• Provide resources for aerial damage assessment.	CAP, ADMVA/AKNG

FINANCE AND ADMINISTRATION

FUNCTION COORDINATOR: DEPARTMENT OF MILITARY AND VETERANS AFFIARS
PURPOSE: To manage financial and administrative matters associated with disaster emergencies.

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Administer the field purchase order and invoice system.	ECC - Finance, All State Depts/ Agencies
	• Administer contracts and service agreements.	ECC - Finance, All State Depts/ Agencies
	• Collect disaster related cost data and furnish cost estimates and projections, upon request.	ECC - Finance, All State Depts/ Agencies
	• Document by project, labor, materials, and services used for disaster emergencies.	ECC - Finance, All State Depts/ Agencies
	• Maintain an audit trail of billings and invoice payments.	ECC - Finance, All State Depts/ Agencies
	• Receive, process, and maintain official documentation of response actions during the State ECC Level II activity.	ECC - Documentation Unit
	• Provide advice and assistance with the legal and technical aspects of disaster documentation and claim processing.	ADOA, ADLAW
	• In cooperation with appropriate agencies, develop a financing plan or supplemental appropriation to fund necessary disaster response activities.	OMB
	• Respond to ECC requests for personnel by mobilizing qualified personnel from appropriate registers.	ADOA
	• Provide disaster accounting services and personnel to support the ECC Finance Section.	ADOA

RADIOLOGICAL PROTECTION

FUNCTION COORDINATOR: DEPARTMENT OF MILITARY AND VETERANS AFFIARS
PURPOSE: To protect life, property and the environment and accelerate recovery in the event of an accident or incident involving harmful radiation.

	RESPONSIBILITY/TASK	TASK AGENCY
Pre-emergency	• Maintain a list of Civil Defense radiological monitoring instruments that have been distributed to local communities.	ADMVA/DES
	• Train State and local personnel in radiological protective measures and in the use of Civil Defense instruments.	ADMVA/DES DHSS
	• Assist local planners develop radiological protection plans and capability assessments.	ADMVA/DES
Disaster Emergency	• Inspect radiation sources to determine possible radiation hazards.	ADHSS
	• Provide the SCO to serve as the State focal point for response coordination, i.e., to promote coordination among State agencies and between State, local and federal responders.	ADMVA/DES
	• Notify appropriate State agencies and the appropriate Cognizant Federal Authority (CFA) or FEMA when an accident/incident occurs.	ADMVA/DES
	• Initiate the request for federal assistance, if required.	ADMVA/DES
	• Coordinate off-site response activities of State and federal agencies with local officials.	ADMVA/DES
	• Serve as the single information source for the overall State response.	ADMVA/DES
	• Coordinate the collocation of the Senior FEMA Official (SFO) and staff, and State agency representatives at the scene of the incident/accident.	ADMVA/DES
	• Report radiological detection/monitoring results in accordance with State instructions.	Local Officials, CAP
	• Coordinate with the federal Department of Energy or the Environmental Protection Agency for off-site radiological monitoring and assessment.	ADEC

RADIOLOGICAL PROTECTION

(continued)

	RESPONSIBILITY/TASK	TASK AGENCY
Disaster Emergency	• Assess the impact of the effects of the radiological incident/accident on the health of the populace on the affected area.	ADHSS
	• Determine the standards for maximum radiation exposure for emergency response personnel.	ADOL
	• Keep the state populace informed. If necessary, disseminate coordinated health advisories.	ADMVA/PIO
	• Provide Situation Reports (SITREPS) to the Governor, other State agencies and to local officials.	ADMVA/DES
	• Coordinate with local officials to determine the most appropriate protective measures (evacuation or sheltering) and, if necessary, coordinate with other agencies for implementation of these measures.	ADMVA/DES
	• Assist local governments to ensure that decontamination and disposal of radiological wastes are accomplished in a manner that ensures protection of human life, property, wildlife and the environment.	ADEC

ACRONYMS AND SPECIAL TERMS

ADCED	Alaska Department of Commerce of Economic Development
ADCED/ARRC	Alaska Railroad Corporation
ADCED/AIDEA	Alaska Industrial Development and Export Authority
ADCED/APUC	Alaska Public Utilities Commission
ADCRA	Alaska Department of Community and Regional Affairs
ADCRA/DOE	Division of Energy
ADEC	Alaska Department of Environmental Conservation
ADEC/SPAR	Spill Prevention and Response
ADEC/VSW	Village Safe Water
ADFG	Alaska Department of Fish and Game
ADHSS	Alaska Department of Health and Social Services
ADLAW	Alaska Department of Law
ADMVA	Alaska Department of Military and Veterans Affairs
ADMVA/DES	Division of Emergency Services
ADMVA/AKNG	Alaska National Guard
ADNR	Alaska Department of Natural Resources
ADOA	Alaska Department of Administration
ADOC	Alaska Department of Corrections
ADOE	Alaska Department of Education
ADOL	Alaska Department of Labor
ADOR	Alaska Department of Revenue
ADOTPF	Alaska Department of Transportation and Public Facilities
ADPS	Alaska Department of Public Safety
OMB	Office of Management and Budget
AEIC	Alaska Earthquake Information Center
ARC	American Red Cross
ATWC	Alaska Tsunami Warning Center
AVO	Alaska Volcano Observatory
CAP	Civil Air Patrol
COE	Corps of Engineers
NWS	National Weather Service
NAWAS	National Warning System

Alaska Emergency Response Team (AERT)	the Federal Liaison Officer, Deputy Federal Liaison Officers, and the predesignated federal personnel from each of the ESF groups who provide immediate response in support of the State of Alaska. These are personnel from federal offices in the State.
Attack	means any attack or series of attacks by an enemy of the U.S. causing or which may cause substantial damage or injury to civilian property or persons in the U.S. in any manner by sabotage, or the use of bombs, shell fire, or atomic, radiological, chemical, bacteriological, or biological means or other weapons or processes.
Cognizant Federal Agency (CFA)	the Federal agency that owns, authorized, regulates, or is otherwise deemed responsible for the radiological activity causing the emergency and that has the authority to take action on site.
Capability Assessment	a formal measurement of current capabilities against standards, criteria, or planning factors that have been established as necessary to perform emergency management functions.
Contingency Plan	a plan that identifies actions that are unique and specific to a hazard or incident.
Disaster Assistance Center (DAC)	a facility established by the State/Federal Coordinating Officer in or adjacent to a disaster impacted area to help disaster victims meet their emergency/rehabilitation needs.
Disaster Emergency	the condition declared by proclamation of the Governor or declared by the principal executive officer of a political subdivision to designate the imminence or occurrence of a disaster.
Disaster Field Office (DFO)	a central facility established by the Federal Coordinating Officer as a point of coordination for State and federal governmental disaster relief and recovery operations. In Alaska, this facility will be collocated with the State ECC.
Disaster Relief Fund (DRF)	a fund established by State law that may be expended upon the Governor's approval for disaster relief, prevention, or mitigation according to AS.26.23.300.

Emergency Broadcast System (EBS)	a system of AM, FM, and TV broadcast stations operating on a voluntary, organized basis at the national, State, and/or local levels.
Emergency Operations Center (ECC)	a protected, vital facility from which representatives of government and the private sector come together to coordinate and control an effective response to disaster emergencies.
Emergency Response Team (ERT)	an intragency team, consisting of the lead representative from each federal department or agency assigned primary responsibility for an ESF and key members of the FCO's staff, formed to assist the FCO in carrying out his/her coordination responsibilities.
Emergency Support Function (ESF)	a functional area of response activity established to facilitate the delivery of federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and to maintain public safety.
Federal Coordinating Officer (FCO)	the person appointed by the President to coordinate federal assistance following a federal emergency or major disaster declaration.
Federal Emergency Management Agency (FEMA)	the primary federal agency for planning, organizing, and coordinating federal disaster response and recovery activity.
Function Coordinator	the agency which has overall responsibility for the tasks within each function.
Governor's Authorized Representative (GAR)	the person named by the Governor in the Federal-State Agreement to execute on behalf of the State all necessary documents for disaster assistance following a Presidential declaration of an emergency or major disaster.
Hazardous Substance	an element or compound which when it enters into the atmosphere or in or upon the water or surface or subsurface land of the State, presents an imminent and substantial danger to the public health or welfare, including but not limited to fish, animals, vegetation, or any part of the natural habitat in which they are found; oil; or a substance defined as a hazardous substance under 42 U.S.C. 9601 (14).

Lifelines	a generic term for certain essential facilities and systems which includes water and sewer, transportation, communications, electrical power, gas, and liquid fuels.
Local Emergency Planning Committee (LEPC)	local groups, appointed by the SERC, responsible for preparing hazardous substance emergency plans for their districts and processing public requests for information under 42 U.S.C. 11044.
Local Emergency Planning District (LEPD)	a geographic portion of the State whose boundaries are designated by the SERC for the purpose of establishing LEPCs.
National Attack Warning System (NAWAS)	a special telephone system which links Alaska with other states and federal authorities. A sub-network portion of the system, the Alaska System, ties together State and local warning points as well as the National Weather Service; U.S. Coast Guard, Juneau and Kodiak; and the Tsunami Warning Center.
On-Scene Coordinator (OSC)	a State employee, assigned to the scene of a disaster emergency to provide liaison between on-scene officials and the State EOC.
Senior FEMA Official (SFO)	official appointed by the Director of FEMA, or his representative, to direct the FEMA response at the scene of a radiological emergency.
State Area Commander	the individual responsible for coordination of overall State disaster response operations.
State Coordinating Officer (SCO)	the person appointed by the Governor to act as the State representative for coordinating requirements and use of federal aid with the Federal Coordinating Officer.
State Emergency Response Commission (SERC)	a commission established by law to oversee the implementation of the Emergency Planning and Community Right to Know Act (EPCRA) of 1986, also known as the Superfund Amendments and Reauthorization Act (SARA), Title III. SERC responsibilities have been expanded to include all hazards and the integration of common aspects of hazardous substance contingency planning with emergency planning for other threat forms.

This publication was released by the Department of Military and Veterans Affairs, Division of Emergency Services as required by AS 26.23.040. Its purpose is to minimize damage, injury and loss of life and property to the citizens of Alaska by providing for a rapid, coordinated State-level response to disasters. This plan was printed in Anchorage, Alaska at a cost of $1.87 per copy, divided equally between the State of Alaska and the Federal Emergency Management Agency.