

Alaska Emergency Response Guide for Small Communities



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Emergency Management



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Cover:

Clockwise from top left: Fall Sea Storm along Northwest Arctic Coast, 2005; Ice Jam flooding in Eagle, 2009; and Boundary Creek Wildfire near Eagle, 2005.

Acknowledgements:

This guide was prepared by the Division of Homeland Security and Emergency Management (DHS&EM). Where appropriate, information contained within this document has been modified from similar guidance prepared by emergency management organizations from the states of Colorado, North Dakota, and California, and the City and County of San Francisco. We gratefully acknowledge their contributions in this document.

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FOREWORD

Each year Alaskan communities face many emergencies. As community leaders, we must take necessary precautions to reduce the risk of loss of life or property from these events. The Division of Homeland Security and Emergency Management (DHS&EM) is committed to aiding communities prior to, during, and after a disaster. To accomplish this goal, DHS&EM has prepared this guide.

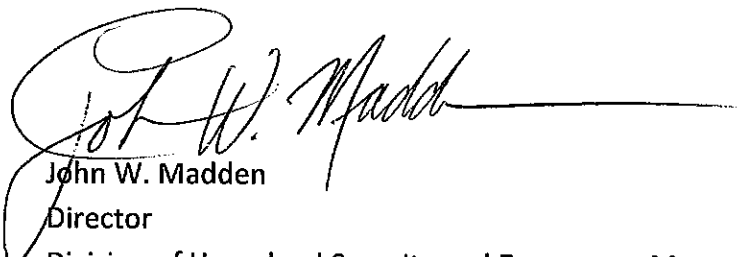
The *Alaska Emergency Response Guide for Small Communities* is a planning tool for local government leaders as they prepare for, respond to, and recover from a disaster or emergency in their community. The guide will help "bridge the gap" until a local Emergency Operations Plan (EOP) is developed as required by Alaska Statute Section 26.23.060 (e).

The guide includes checklists for the first 72 hours of a disaster and actions to start the rebuilding process. In addition, you will find reference to the newly developed Small Community Emergency Response Plan (SCERP) on page 2. If you are interested in the SCERP, please contact mva.dhsem.plans@alaska.gov or call 907-428-7000. Please share this information with your community members and neighbors. Please share this information with your community members and neighbors.

You may download the guide, along with other preparedness information, from our website at <http://ready.alaska.gov>. Additional paper copies of the guide may be obtained by contacting our public information officer at 1-800-478-2337 or seoc@ak-prepared.com.

We value our partnership with your community and thank you for your commitment to improving your community's disaster preparedness. If you have any questions or comments on this guide, please contact our operations section at 907-428-7100 or toll free at 1-800-478-2337.

Sincerely,



John W. Madden
Director
Division of Homeland Security and Emergency Management

INTRODUCTION

We cannot prevent natural disasters, but we can prepare for them. This guide outlines general procedures developed by the State of Alaska Division of Homeland Security and Emergency Management (DHS&EM) to assist local officials in preparing for, responding to, and recovering from emergency and disaster situations. We recommend that you keep this document readily available as a reference for any employees, council members or potential responders who may find it useful in time of need.

The purpose of this guide is to meet four goals:

1. Assist local officials in preparing for, responding to, and recovering from disasters and emergencies.

This guide is based on the principle of self-help at each level of government. Each level of government is responsible by law for the safety of its citizens. Citizens expect that State and local governments will keep them informed and provide assistance in the event of an emergency or disaster. All levels of government share the responsibility for working together in preparing for, responding to, and recovering from the effects of an emergency or disaster event. Disaster assistance from State and Federal government is supplemental. Local government must substantiate a need for assistance

Direction and control prior to, during, and following an emergency or disaster rests with the elected leadership of the legally recognized jurisdiction impacted by a given emergency or disaster. This authority continues throughout the stages of emergency operations or until a formal change in authority.

There are several checklists in this guide for the community. Print and share them prior to an event if possible, but definitely after a disaster event to expedite the recovery process.

2. Help local officials begin the process of developing a local Emergency Operations Plan.

Emergency Operations Plans (EOPs) address the ability to direct, control, coordinate, and manage emergency operations. For communities without an EOP, this document will help you to develop one. For communities with an EOP, this document can act as a guide to review and update the plan.

According to Alaska Statute Section 26.23.060 (e), "Each political subdivision shall ensure that a written local or interjurisdictional disaster emergency plan for its area is prepared, maintained, and distributed to all appropriate officials. The disaster emergency plan must include a clear and complete statement of the emergency responsibilities of all local agencies and officials."

3. Provide local emergency staff with easy-to-use response guidance and helpful checklists.

This guide contains expanded information on disaster response and recovery, including several helpful checklists. It provides local community leaders with a better tool in preparing for, responding to, and recovering from all emergencies and disasters. In addition to this guide, DHS&EM recommends the Small Community Emergency Response Plan (SCERP). The SCERP was developed from content found within this guide. The SCERP is a customized flip chart booklet with essential, community-specific information for response to a disaster. The SCERP does not replace your community or borough Emergency Operations Plan. Instead, the SCERP supports it by providing a quick response reference tool designed to assist communities with limited response capabilities through the crucial first 72 hours of an event. If you are interested in the SCERP please contact mva.dhsem.plans@alaska.gov or call 907-428-7000.

4. Inform local leaders on how the State assists with local disasters.

Primary responsibility in disasters is to save lives and property. This is accomplished by coordinating all State, Federal, and private-sector efforts to support local operations. The State of Alaska DHS&EM is the lead State agency for accomplishing this mission. The exceptions are:

- The Alaska Department of Environmental Conservation, Spill Prevention and Response Division is the lead State agency for responses to oil and hazardous materials releases.
- The Alaska Department of Natural Resources, Division of Forestry is the lead State agency for responding to wildland fires in the state, in accordance with the Alaska Interagency Fire Management Plan.
- The Alaska Department of Public Safety, Division of Alaska State Troopers is the lead State agency in search and rescue efforts, in accordance with the National Search and Rescue Plan.

The State Emergency Operations Center (SEOC) works with these State agencies in a supporting role during the aforementioned hazards.

Please address any questions, comments, or other requests concerning this document to DHS&EM Operations Section at 1-800-478-2337 (toll free). Additional copies of this guide, as well as Emergency Operations Plan templates and Evacuation Planning templates can be obtained electronically from the DHS&EM home page at <http://ready.alaska.gov> or by contacting DHS&EM at the telephone number listed above.

PRE-DISASTER ACTION

You and your community are the best starting points in creating and updating a local Emergency Operations Plan. DHS&EM provides examples for you at <http://ready.alaska.gov> under *Quick Links—Planning*.

Alaska has the most sparsely populated and geographically remote areas of the United States. The movement of people and materials in normal situations is logistically challenging. Every community must be prepared for and respond to the emergency situations that can occur. It may take several days to overcome the physical distance, meteorological, and logistical challenges before help arrives. Every community must be prepared to stand alone.

It is crucial that you determine all the potential natural and man-made disasters that can affect your community and be prepared to protect your residents and property. Here are a few examples of the hazards that can affect your community:

- Tsunami
- Volcanic Eruption
- Flood (river or coastal)
- Earthquake
- Fire (wildland and structure)
- Windstorms
- Heavy Snowfall
- Coastal Sea Storms with Storm Surges
- Extreme or Prolonged Cold Spells
- Terrorism
- Avalanche/Landslide
- Oil/Fuel Spills and HAZMAT or Chemical Releases
- Community Power/Utility Failure (or other critical infrastructure problems)

It is important for your community to update any changes in emergency contacts. Please notify the SEOC at 1-800-478-2337 (toll free) or 907-428-7100 (local Anchorage area) of any changes in your local community contacts.

**Don't wait until it is too late.
Be Prepared!**

COMMUNITY EMERGENCY PLANNING CHECKLIST

- 1. Call a special meeting with the city/village council, school, clinic, utility officials.
 - a) Discuss all threats to the community.
 - b) Review emergency preparations already in place. Identify issues currently facing the community and designate primary and alternate personnel to address them.
 - o Infrastructure—power, water, sewer, communications
 - o Transportation—roads, airport, fuel issues, boats
 - o Medical—clinic, identification of physically impaired, special-needs residents, and others needing evacuation before the event
 - o Shelters—location(s), managers, food, water, power, medical. Contact the American Red Cross (ARC) for assistance in training and potential funding at 1-888-345-4376 or 1-800-451-8267 (24 hrs. Fairbanks.).
 - o Financial—local funding sources
 - c) Organize a local Incident Management Team (IMT) for emergency operations. Ensure that there is a delegation of authority under which the IMT is operating. (For information on Incident Command System training, contact the DHS&EM training officer at 1-800-478-2337 or 907-428-7000.)
 - d) Develop an Emergency Communications Plan; include telephones and radios.
- 2. Remind residents to take reasonable measures to protect their homes and property and to prepare an emergency kit if they have not done so. Share **Appendix A and B** with the community members so they can better prepare for disaster events.
- 3. Ensure that city/tribal workers and first-responders have a plan to care for their families before recalling or assigning them to disaster operations.
- 4. Conduct community pre-event inspections semiannually.
 - a) Photograph roads, utility lines, buildings, vehicles, and other equipment.
 - b) *Note:* Document the date and time of inspection
- 5. Ensure someone will contact people in remote areas (e.g., hunters, fishermen, fish camps) or on float trips.
- 6. Designate primary and alternate community shelters, safe areas to shelter evacuees and store critical equipment and emergency supplies of water, food, fuel, and medical items. Account for the special-needs population shelter and transportation issues.
- 7. Ensure the community is aware of primary and secondary shelters and evacuation routes prior to a disaster.

- 8. Prepare to arrange counseling for residents and responders. Long term events may have cumulative effects on their well-being.
- 9. Survey essential facilities, such as clinics, communications centers, broadcast stations, power-and heat-generating facilities, washeteria, water distribution systems, and other utilities. Undertake reasonable measures to protect the facilities.
 - a) Water, power, and gas service may be interrupted.
 - Water shortages can become a significant limiting factor for hospitals, clinics, jails, and 24-hour care facilities, as well as for the general public. Determine early on if a rationing program should be implemented.
 - Services may gradually decline due to leaks, lack of fuel, or malfunction.
 - System restoration may take days (for electrical power) or weeks (for water and gas).
 - b) Structural damage to roads, bridges, and other transportation facilities may take weeks or months to repair.
 - c) Plan to clear debris from critical areas. Initially, collapsed buildings, power lines, and other structures may block roads and limit movement for evacuees, response personnel, and emergency vehicles.
- 10. Protect important city/village records from damage.
 - a) See **Appendix C** for protecting and recovering vital records. Review storm preparations already in place.
 - b) Identify the types of records the community has and would need to protect.
 - c) Remind residents to protect their important personal records, including vehicle titles, bills of sale, birth certificates, vaccinations, etc.
- 11. Ensure community-owned buildings are insured and review policies regularly. **NOTE:** *For a new policy, verify the date it takes effect.*
- 12. Arrange for the relocation, protection, and distribution of equipment (including fire suppression).
- 13. Ensure all power and communication systems are functioning. Charge generator-starter batteries and electrical backup.
- 14. Anchor fuel tanks to prevent movement. Contact Alaska Village Electric Cooperative (AVEC) at 1-800-478-1818 or 907-561-1818 or Alaska Energy Authority (AEA) at 1-888-300-8534 or 907-771-3000 for more information.
- 15. Arrange with petroleum distributors to meet additional emergency fuel demands.
 - a) Inventory, if possible, the amounts of various fuels and oils on hand.
 - b) Establish alternative methods for pumping and distributing fuel.

- 16. Top off all emergency vehicles with fuel daily.
- 17. Formalize an agreement with the school if you plan to use the facility as an emergency shelter. Notify school management as soon as you know of the potential need for the facility.
- 18. Test the school, clinic, and all utilities backup generators. Ensure there is, adequate fuel for extended emergencies
- 19. Identify alternate care-site facilities in case you must move the clinic.
- 20. Identify special-needs individuals needing evacuation assistance.
- 21. Compile a list of all satellite phones in the community (clinic, school, air-service agents, etc.) and consider purchasing a portable satellite telephone for your community.
 - a) If a satellite phone is available or has been provided by the Integrated Statewide Strategic Emergency Communications Plan, the steward of the phone should conduct a monthly test by calling the SEOC at 907-428-7100. If there are coverage “spots” in your community, know the locations and the times that you have a reliable satellite signal. For more information contact the SEOC at 907-428-7100.
 - b) Ensure that you have corded telephones available. Cordless/message telephones will not work during power outages.
- 22. Designate clinic staff to identify and prepare required medications and/or supplies. Have the local clinic identify residents whose medical conditions may be compromised by long-term power outages or airport disruptions. They should coordinate with the affiliated health organizations to pre-evacuate those residents as a precaution.
- 23. Check weather watch and warning reports on the internet at <http://www.arh.noaa.gov>.
- 24. Contact DHS&EM Preparedness Section for help in coordinating an exercise or training. If you require assistance preparing a local Emergency Operations Plan, contact DHS&EM Planning Section. Both sections can be reached at 1-800-478-2337.
- 25. Review your local disaster debris management plan and coordinate with all potential partners. If you don't have a disaster debris management plan, contact the SEOC and we will work with you to put one together!

WHEN DISASTER THREATENS

Communities have the best chance to survive if emergency protective measures are begun quickly. Emergency protective measures are steps taken before, during, and after an event that eliminate or reduce the threat to lives, property, and the environment. Not all natural disasters or other emergencies happen suddenly. Some natural events such as seasonal flooding, coastal storms, wildfire, etc. may provide a period of warning before they impact the community. If disaster looms, consider specific actions for community safety:

1. **Account for all community members.** This is your **first** priority! Ensure they are in safe and secure locations and out of immediate danger. Be prepared to initiate search and rescue operations. Contact the SEOC at 1-800-478-2337 for useful information and guidance.
2. **Prepare to shelter people.** Homes could be destroyed or damaged beyond safe living conditions.
 - Select a shelter in a safe place on high ground or other elevated location.
 - Inform citizens to bring or prepare the following items:
 - Radio
 - Tents, sleeping gear, food, and water
 - Medicine
 - Protective clothing
 - Emergency supply kit. See **Appendix A**.
3. **Monitor the status of special-needs individuals not previously evacuated.** Those with additional need of assistance may include the following:
 - Individuals with physical (hearing, sight, or mobility-impaired) or developmental disabilities
 - The aged, infirm, or those with special medical needs
 - The hospitalized or institutionalized
 - Nursing-home residents
 - Children in school or day care centers
 - Non-English speakers
 - Transient populations, including visitors and tourists
 - The incarcerated
 - People without transportation
4. **Secure your communications, power, and water systems.** Be prepared to shut down the generator if the electrical plant is threatened.

- If certain areas of town are threatened, determine if you can isolate the power supply to those areas.
- If necessary, remove generator batteries and take them to a safe location.

5. **Protect fuel sources and close valves.** Be aware of any potential tank farm issues.

NOTE: *If a fuel spill occurs, immediately notify the Alaska Department of Environmental Conservation (ADEC):*

- Anchorage at 907-269-3063
- Fairbanks at 907-451-2121
- Juneau at 907-465-5340
- After business hours, please call the ADEC hotline at 1-800-478-9300.

6. **Monitor the condition of airport facilities and runway.** Close the airport if conditions are unsafe. Report runway conditions to the Alaska Department of Transportation and Public Facilities (DOT&PF).

7. **Develop estimates based on past experiences or other available data.**

- How long will the event last?
- If flooding is expected:
 - What is your current water level and how close to flood stage is the water?
 - What measures can be taken to eliminate obstructions or aid the runoff?

8. **If your community is threatened by a wildland fire, Call 911, the Area Forestry Office, or the Alaska Interagency Coordination Center (AICC), 1-800-237-3633.**

9. **Prioritize your needs.** Prepare a prioritized list of needs, including type and quantity necessary to support the community (see **Appendix E** for a typical list of priority/immediate needs).

10. **Review your disaster debris management plan.** Pay special attention to the debris types and amounts expected, and assess the current status of local debris clearing and removal capabilities.

11. **Document Costs.** It is recommended that communities being threatened by disaster or an event develop or, establish cost codes for their city/tribal accounting and finance sections to use to begin tracking additional expenses incurred as a result of the event.

12. **Other useful checklists are included in Appendices B, G, and H.**

DISASTER RESPONSE—THE FIRST 72 HOURS

The primary government response role is the protection of life and property. Community residents and businesses also have roles to play. They help each other survive the consequences of a disaster and prepare the community for recovery. They can accomplish this by coordinating family accountability and reunification, assisting first-responders, and ensuring business continuity.

Minimize the uncertainty in decision-making when dealing with a disaster or event. You may find it helpful to address the community's needs based on the event life-cycle

- **Response** includes activities to address the immediate actions to preserve life, property, environment, and the social, economic, and political structure of the community.
- **Relief** includes short-term assistance (less than 4 weeks) to people impacted by the emergency event and includes the repair and restoration of essential lifelines.
- **Recovery** includes long-term efforts (4 weeks to several years following an event). Planning for recovery during response speeds recovery time and reduces loss.

See **Appendix D** for a checklist and comparison of the actions taken during the event life-cycle of response, relief, and recovery operations.

From the onset of the emergency responders should strive to achieve the following objectives at all times:

- Save Lives. Account for all community members and ensure they are in safe and secure locations. This is your **first** priority!
- Reduce immediate threats to life, public health, and safety for residents and responders.
- Provide necessary care for casualties and supply victims with basic human needs (e.g., food, water, shelter, medical care).
- Protect personal, public, and commercial property and minimize further damage to vital resources, structures, and the environment.
- Maintain or restore critical facilities, utilities, and transportation infrastructure that are essential to the health, safety, and welfare of the community.
- Assess damage to infrastructure, public facilities, residences, and the environment.
- Keep the public informed.
- Expedite the restoration of services, the economy, and the community at large.
- Begin the process of recovery.

Local emergency officials need to coordinate a variety of response, relief, and recovery actions. The first 72 hours (or longer) of an emergency are especially challenging. A list of suggested actions is provided below:

The First 4 Hours

Respond to the immediate known effects of the event. If communications are possible, contact the SEOC at 1-800-478-2337.

- Direct and assist immediate life-saving rescue operations.
- Deploy public-safety and fire-suppression personnel to support response activities and maintain law and order.
- Deploy medical-service personnel where needed.
- Identify safe locations to accommodate displaced persons while emergency shelters are being opened.
- Identify and notify at-risk populations. Begin evacuation if necessary.
- Assess:
 - Situation at critical facilities, including airport, clinic, power and water plant, etc.
 - Situation in areas not reporting. Determine their status. Is everything alright or are they unable to report?
 - Condition of your emergency communication systems.
- Implement local city/tribal personnel recall.
- Begin the public information messaging program. Brief the public on what happened, who is in charge, what is being done and what it means to them, what immediate actions they need to take, and special information (e.g., recommended personal protective actions, safe congregation points, community assistance needs, etc.).
- Identify affected areas and operational status of critical services.
- Consolidate your situation assessment.
- Consider the need of a local disaster declaration or declaration of emergency.

The First 12 Hours

Assemble resources for sustained response and provide basic services to the community.

- Establish and open an Emergency Operations Center (EOC) or Incident Command Post (ICP) to create a central point of operational control.
- Establish perimeter control around unsafe areas.
- Establish security at critical facilities and the evacuated areas.
- Designate primary and secondary travel routes; prioritize and implement debris clearance and traffic control for those routes per your local disaster debris management plan.
- Provide updated emergency information to the public on a regular basis through a comprehensive public information process. Use all appropriate media and formats (e.g.,

briefings, meetings, public service announcements, television and radio interviews, flyers, etc.).

- Open evacuation/shelter sites. Assess the conditions at the sites and ensure they are supplied with beds, water, food, medical support, sanitation, generators, and appropriate security.
- Identify people with special support requirements and supply their needs or transfer to an appropriate care facility.
- Assess critical resource shortfalls and begin requesting mutual aid and State assistance.
 - Consider a 14-day operational period and plan for resting workers to ensure safe operations.
 - Assess the transportation system and plan alternative methods for moving resources. Contact DOT&PF with runway conditions.
 - Inform incoming mutual-aid workers of any requirement for self-sufficiency.
- Initiate a local status-reporting and resource-requesting process between local and State/Federal counterparts. (Establish regular times for reporting.)

Through 24 Hours

Consolidate your system for sustaining emergency response operations.

- Concentrate your efforts on supporting continued on-scene incident management and logistical support.
- Assess situation status and resource needs for affected facilities, including clinics, shelters, and sites of historical or cultural significance.
- Initiate regularly scheduled public information updates to residents. Inform them of steps that they should take, services available to them, rumor-control efforts, and ways that the community can help.
- Commit incoming personnel and resources from less affected parts of the region, State, and Federal agencies.
- Designate staging areas and begin planning to accommodate additional incoming support personnel.
- Ensure that an adequate system is in place to fuel and maintain generators providing power to critical facilities.
- Consolidate damage assessments of the affected areas.

Through 48 Hours

Stabilize support for affected areas and secure unaffected areas for resumption of services.

- Process ongoing logistical resource requests and mutual aid needs to support incident management.
- Implement an emergency drinking-water plan as needed.
- Establish a distribution system for drinking water and food for persons not residing in shelters or evacuation facilities.
- Continue damage assessment with emphasis on critical facilities.
- Review and revise ongoing situation reporting and resource-request processes.
- Anticipate and support initial damage assessment visits from borough, State, and Federal officials to confirm the immediate and long-term recovery needs of the community.
- First-responders and other workers deployed by mutual aid providers should initially be self-sufficient. Prepare to support their housing, meals, and other needs.

Through 72 Hours

Begin the transition from immediate response efforts to sustained operations.

- Support clinic re-supply efforts.
- Re-evaluate shelter and mass-care needs, including the following:
 - Support requirements
 - Site security
 - Feeding and medical-care arrangement needs
 - Shelter demographics (gender, children, elders, medical needs, etc.)
- Establish plans on how to provide for people with special support requirements that cannot be met long-term in the shelters.
- Prepare to manage volunteers and donations. If an Incident Management Team is established, create a Donations and Human Resources Branch in the Logistics Section.
- Transition debris operations from emergency clearance of essential roadways to debris removal, if feasible.
- Begin processing the damage assessments into the initial damage estimates required by the State and Federal Emergency Management Agency (FEMA).

Sustained Operations: Beyond 72 Hours

As the third 24-hour period concludes, the focus should be on 3 primary operational areas:

- Ongoing rescue and other emergency measures
- Transitioning to sustained emergency operations
- Preparation for ongoing recovery efforts focusing on restoration of services

Because Alaska is unlike anywhere else in the country, the emergency management challenges are unique. Some challenges include the following: a landmass larger than California, Texas, and Montana combined; the lack of a widespread and interconnected road system; unusual and unpredictable weather, including coastal sea storms that reach hurricane-level intensities; an aging community infrastructure; isolation; and communications issues. In some situations, it may take up to a week for disaster assistance to reach impacted communities. Therefore, local emergency managers should develop and implement contingencies to sustain their community for up to seven days.

Below are objectives for days three through seven. Some objectives may occur immediately or in phases; objectives should be prioritized based on overall need and resources available to respond.

- Produce, regularly update, and distribute disaster information. Include critical public information to aid people in shelters, field-response personnel, residents, and the media.
- Establish teams to identify people in shelters who require special support or care and those who need to be relocated into specialized-care facilities.
- Begin widespread safety/damage assessment of public infrastructure, such as public roads, boardwalks, bridges, retaining walls, and seawalls.
- Begin locating and opening relief-supply and food-distribution points other than at evacuation centers/shelters.
- Continue the collection, transportation, segregation, recycling, and disposal of disaster debris.
- Reinforce cost-tracking guidance for local responders. This will help later with recovering costs if determined eligible for State or Federal disaster assistance.
- Establish a responder mental-health support program.
- Work with American Red Cross of Alaska (ARC) and other organizations to provide information for immediate-needs and recovery-needs support. Contact ARC at 1-888-345-4376 or 1-800-451-8267 (Fairbanks, 24 hrs.).
- Coordinate with local businesses regarding the timeframe to restore normal business activities.
- Begin widespread safety/damage inspections of homes and businesses.

- Monitor and address air quality, hazardous materials spills, and other environmental situations.
- Evaluate the need to designate specific routes and timeframes for critical relief supplies.
- Survey food establishments, including the emergency shelter/evacuation centers to ensure proper food handling, sanitation, and safety.
- Begin planning for the relocation of displaced community staff and departments.
- Implement a process to allow limited entry (where safe) for recovery of personal items.
- Arrange mental-health counseling for people whose homes are considered structurally uninhabitable.

DAMAGE ASSESSMENT

Local governments are responsible for providing an initial damage assessment as soon as possible to the borough or SEOC. A damage assessment report within 24 to 48 hours helps to determine the required level of borough/State assistance and need for a disaster declaration. If you need help with this assessment, contact the SEOC at 1-800-478-2337. Damage assessments provide critical information to local emergency managers. Generally speaking, there are three types of damage assessments.

- Rapid Assessment or “windshield survey”
- Initial Damage Assessment
- Preliminary Damage Assessment

Other assessments may be necessary that involved specialized training (e.g., health, medical, or epidemiological assessments) or technical expertise (e.g., structural engineering, geotechnical, etc.). These types of “technical” assessments are typically not performed by local officials. They are conducted in coordination with experts in these fields.

Rapid Assessment

The rapid assessment is often called a “windshield survey”. It defines the extent and types of damages that have occurred. The assessment may occur as an event is still in progress as with a flood or immediately after, as with an earthquake. Local officials prepare the assessment. If there are also state, federal, and non-profit organizations in the community at the time of the disaster, their input may be compiled in the rapid assessment. Basic information to focus on would be: what happened, when it happened, extent of damage or loss, estimated dead, injured, and homeless, impact to critical facilities, plus a description of what assistance is needed. Please submit it to the SEOC within 24-48 hours of the disaster. Aerial views and regular photo documentation of the damage area can be very helpful.

Initial Damage Assessments

An **Initial Damage Assessment (IDA)** is the survey of the disaster damages as soon as possible after the event. The IDA is commonly referred to as a life safety assessment and can be completed simultaneously with the windshield survey if it appears that State and federal assistance will be needed. The IDA involves a quick but accurate assessment of disaster damages and impacts to the area. The types of questions asked and answered during the IDA are in **Appendix F**. Available costs or estimated cost information is used to prepare the fact sheet for the Disaster Policy Cabinet and /or a request for a State Declaration. City and/or tribal personnel gather data through various community sources, including public works and transportation. The State may assist the community with the IDA especially in identifying further life/safety issues. This information determines the scope of the devastation and the need for additional resources.

The following is some information needed for the initial assessment:

Initial Damage Assessment: Information Needs	
<ul style="list-style-type: none"> • Number and locations of deaths and injuries • Location and extent of secondary events (fires and hazardous-material spills) • Location and number of severely damaged or collapsed structures • Requirements for evacuations and estimated number of people displaced • Damage to critical public buildings and other infrastructure, including the following: <ul style="list-style-type: none"> ○ Police and fire facilities ○ Hospitals and clinics ○ Schools ○ Airports • Critical resource shortfalls impacting public safety • Status (open, partial closure, or full closure) of roads, bridges, major surface streets, and public transportation systems 	<ul style="list-style-type: none"> • Status of communication systems, including the following: <ul style="list-style-type: none"> ○ Public telephone and wireless systems ○ Emergency radio systems ○ Satellite phones • Status of and damage to major utility systems, including the following: <ul style="list-style-type: none"> ○ Water ○ Sewer ○ Power • Results from emergency shelters preliminary structural assessment • Assessments conducted by local businesses of their own damage to indicate the potential economic impact to the community and its recovery efforts. This information may determine the need for Small Business Administration (SBA) assistance.

Communities should provide an initial damage assessment to the borough or State as soon as practical to indicate the level of impact to the community and document the need for assistance. An Initial Damage Assessment Report form is provided in **Appendix G**.

Preliminary Damage Assessments

A **Preliminary Damage Assessment (PDA)** is a specific process used to gather damage and cost information to support a Governor’s request for a Presidential Disaster Declaration. PDAs are broad in scope and conducted over a longer period of time. The PDA is conducted after the State determines the response and recovery to the disaster exceeds the local and State

resources, the impact on the community is severe, and there are serious “unmet needs,” (i.e., those that cannot be met by state and local resources). This assessment builds on the findings and actions conducted during the IDA.

Two types of PDAs are typically carried out:

- **Individual Assistance (IA) PDAs** focusing on damage and impact to individuals, homes, personal property, subsistence, and business);
- **Public Assistance (PA) PDAs** focusing on damage and impact to public, tribal, and governmental buildings, and infrastructure (e.g., utilities, lifelines, roads, etc.).

A joint FEMA/State/local team approach is typically used for a PDA. The local understanding of damages and community impact is essential to developing an accurate PDA. The PDA determines the location and extent of damage, the impact of the disaster on communities, capability of the state and local government to deal with the disaster, and the type of federal assistance needed, if any.



REQUESTING ASSISTANCE

Several types of assistance are available to communities. **Your community can access tribal, private, corporate, and organizational resources at the local level.** Requests for assistance made to boroughs, State, and Federal agencies are formally executed through a **declaration of emergency or disaster.**

Utilizing resources within or close to your community will speed response and recovery. **Memorandums of Understanding (MOUs)** and **mutual aid agreements** among local governments and organizations can help identify and access locally available resources. During fall sea storms or major flooding, adjoining communities may need all of their own resources and be unable to provide resources outlined in the MOU. Mutual aid agreements are usually more formal, not as easily executed, and can be legally binding. Local officials and emergency managers should consider participating in MOUs and mutual aid agreements with adjacent communities and local organizations.

Many **voluntary relief agencies** such as the American Red Cross, Salvation Army, Samaritan's Purse, and others may have resources vital to response and recovery issues facing your community following a disaster. They have a capacity to respond rapidly and prior experience in assisting communities. They often have more flexibility than government entities.

Emergencies and Declarations of Disaster

A local disaster emergency may be declared only by the principal executive officer of a political subdivision. It may not be continued or renewed for a period in excess of seven days, except by or with the consent of the governing board of the local subdivision. *Political subdivision* means a municipality, unincorporated village, or another unit of local government. See **AS 26.23.140** references and more definitions below.

Communities within boroughs must first seek assistance from the borough. The declaration for borough assistance may also include a request for State assistance. The borough requests assistance from the State when it has gone beyond its resources or financial capacity to assist the communities within its jurisdiction. Each borough should assemble damage assessment information from the communities within their jurisdiction and provide the consolidated information to the SEOC, along with any local or interjurisdictional declarations of disaster.

Communities outside the 19 existing boroughs are categorized as being within the unorganized borough. These communities should apply directly to the State of Alaska for disaster assistance. Any order or proclamation of a local disaster emergency should be promptly filed with DHS&EM through the SEOC. If you need assistance in drafting this declaration contact the SEOC at 1-800-478-2337.

References and Definitions

AS 26.23.140 Local Disaster Emergencies

(a) A local disaster emergency may be declared only by the principal executive officer of a political subdivision. It may not be continued or renewed for a period in excess of seven days, except by or with the consent of the governing board of the political subdivision. An order or proclamation declaring, continuing, or terminating a local disaster emergency shall be given prompt and general publicity, and shall be filed promptly with the Alaska division of homeland security and emergency management and the appropriate municipal clerk.

(b) The effect of a declaration of a local disaster emergency is to activate the response and recovery aspects of any and all applicable local or interjurisdictional disaster emergency plans, and to authorize the furnishing of aid and assistance under those plans.

Appendix J is an example of a Local Disaster Declaration with Request for State Assistance. A local government disaster declaration with a request for assistance should include the following:

- A brief description of the cause, location, and date of the disaster or emergency
- A statement describing the political subdivision
- A statement defining the disaster or emergency conditions, areas affected, and description of the damages
- A statement that the local capability has been exceeded
- A statement by the appropriate executive office authorized to declare a disaster for the affected area
- A summarized list of the types of assistance being requested
- A statement of the amount of funds available or expended by the community for this event
- The date and signature of the principal executive officer authorized by local ordinance or State law

POST-DISASTER RECOVERY

At some point, the community must **transition from response to recovery operations**. The transition to recovery operations is critical to restoring the confidence of the community. The transition to full recovery mode is situational and depends on the direct impact to the population and the effect on the local economy. Some of the triggers for the transition may include the following:

- Conclusion of fire suppression and/or search and rescue efforts
- Release of mutual aid resources
- Ceased evacuations
- Restoration of utilities and public services
- Stabilization of care and shelter operations or decreasing shelter populations
- EOC may begin to cut back staffing
- Operations may be organized and carried out at department levels

Recovery Checklist

- Start collecting receipts and continue tracking all costs spent on disaster response and emergency protective measures.
- Conduct initial damage assessment. If you have significant damages, document them in the **Initial Damage Assessment Report (Appendix G)**. Send the report to the borough or State as applicable.
- Arrange for initial debris clearance and restoration of essential public services.
- Call Alaska Department of Environmental Conservation (ADEC) for compromised/damaged community water, sewage and oil/fuel spills.
 - Consider testing the community water. If tests show evidence that **the well or water source has been compromised or damaged**, contact ADEC at 907-376-1865 or the SEOC at 907-428-7100.
 - If a **fuel or oil spill has occurred** or **the sewage lagoon overflows/backs up** call Anchorage Office: 907-269-3063 or Fairbanks Office: 907-451-2121 or Juneau Office: 907-465-5340. For spills after hours only call 1-800-478-9300.
- Arrange for partial evacuee return, particularly the heads of household, for individual assessments and cleanup. Phase the return of the remaining evacuees in concert with the rehabilitation progress.
- Arrange for emergency housing as necessary.

- Arrange for distribution of instructions on how to clean and restore real and personal property. Obtain information from the American Red Cross at 1-888-345-4376 or 1-800-451-8267 (24 hrs.).
- Initiate short-term and long-term rehabilitation measures and programs.
- Consider using **Appendix H** to provide information when requesting resources from the borough or State, in the event the community has sustained damages exceeding their capabilities and/or determines additional resources are needed.

Financial Aid and other assistance

You can find assistance through numerous agencies. There are **four main sources: insurance, government disaster programs, volunteer organizations, and businesses.**

Potential sources are, but not limited to, the following:

- Insurance
- National Flood Insurance Program (NFIP)
- Federal low-interest loans
- Small Business Administration(SBA) loans
- Federal or State temporary disaster housing
- Individual and family grant programs
- Voluntary organizations active in disaster
- Tribal nonprofits
- American Red Cross
- Salvation Army
- Churches and other faith-based organizations
- Food Bank of Alaska
- Lion's Club
- Rotary Club
- Federal income tax deduction for disaster loss. If loss is eligible, file IRS Tax Form 1045.
- Private or charitable organizations
- Crisis counseling

QUESTIONS TO EXPECT AFTER A DISASTER

Who can help with immediate housing needs?

For immediate housing needs, the American Red Cross (24 hrs. at 1-888-345-4376 or 1-800-451-8267) and volunteer agencies can set up shelters for people who cannot return to their homes. Listen to your radio or watch local media for the location nearest you. Pets are typically not permitted in shelters, so have a plan.

How does the community ask for State and Federal assistance?

It is the local community's responsibility to declare a disaster (see **Appendix I and J**). If your community is located within an organized borough, the request must go to the borough first. Contact the SEOC at 1-800-478-2337 if you have any questions.

What if homes were heavily damaged or destroyed?

The State and/or FEMA may have programs that can provide temporary housing for up to 18 months under a qualifying declared disaster/emergency.

When can victims begin repairs and/or cleanup from the disaster?

Before any cleanup activities begin, document all damages in detail and take photographs from different angles and distances to show damages, including debris. You'll be asked to provide the information.

What if disaster victims don't have any (or enough) insurance on their homes?

Disaster victims may qualify for grants from the State or FEMA or low-interest loans from the Small Business Administration (SBA). They may also qualify for tax refunds for items not covered by insurance. For Federal tax information, contact the IRS at 1-800-829-1040.

What if disaster victims can't afford to rebuild?

FEMA may provide money for emergency repairs to make your home habitable. The SBA offers loans at low-interest rates for home repairs and personal property. Those ineligible for a loan can apply for a cash grant from FEMA.

What if victims lose their jobs or businesses?

People who lose their job can apply for weekly unemployment benefits and receive placement assistance. Call 1-800-462-9029 (TTY: 1-800-462-7585) or the local unemployment office. Business loans may be available through the SBA; at 1-800-488-5323.

Is crisis counseling available?

When requested, counseling is provided by the State through local health agencies. Call 1-800-462-9029 (TTY: 1-800-462-7585) for information.

EVACUATION

The decision to evacuate a community or part of a community will be made by the local official authorized by ordinance, charter, or other authority to make such a decision. In Alaska, authority for evacuating persons from a threat is limited. **Under Alaska Statutes (AS 18.70.075 and .090), a fire department official, registered with the State fire marshal's office, has the authority to authorize an evacuation.** If the community must rely on external transportation resources for evacuation, local officials will normally consult with appropriate State officials as part of the decision-making process.

Once local officials have made the decision to evacuate, **if it is safe to do so, the situation and existing conditions should be reported to DHS&EM (1-800-478-2337).** The SEOC can help coordinate use of available external resources with the local Incident Commander (IC). To guide the evacuation operations, see the General Evacuation Checklist in **Appendix K.** Several factors should be considered when contemplating an evacuation. What and where is the actual threat? It is sometimes difficult to know what areas are at risk. Weather patterns, anticipated duration, intensity, magnitude, and speed of onset can be difficult to predict. **In many instances, it may be appropriate to "shelter in place," because the evacuation itself may be dangerous.** Evacuation by air from a community can be dangerous due to existing or changing conditions. Unnecessary evacuations are expensive, disruptive, and can become unpopular. The more often people evacuate when it is unnecessary, the less likely they will evacuate when it is truly required. **Safety should always be the primary concern.**

Decisions to evacuate should be based on a number of factors:

Considerations

Evacuation is one means of protecting the public by moving people away from the hazard.

- **Vulnerability:** what is the risk to life and property?
- **Expert opinion:** National Weather Service meteorologists, Alaska Volcano Observatory geophysicists, and Division of Forestry fire behavior analyst, etc. could have information and opinion to assist with evacuation decisions.
- **Clearance times:** It may take hours or days to remove people from harm.

Decisions

The local official or IC shall assess the need to evacuate, plan evacuation, coordinate support for evacuation efforts, and track evacuated individuals. Evacuation planning should resolve the following questions:

- What areas or facilities are at risk and should be evacuated?
- How will the public be advised on how to proceed?

- What do evacuees need to take with them (if they are not sheltering within the community due to limited space)?
- What transportation is needed?
- What assistance will the special-needs populations require?
- Does the anticipated duration make it necessary to activate shelter and mass-care facilities?

Priorities

- Movement away from areas with immediate threats to life and safety
- Movement of the medically fragile, elderly, and disabled persons to appropriate shelters or other facilities where care can be given
- Movement of residents requiring shelter to an available shelter
- Evacuation of visitors and other residents if required

Protective measures

Evacuation by air and resupply of emergency survival items are emergency measures used to save lives in immediate or imminent danger from an event. **Community leaders must complete local protective measures such as sheltering in place, use of local temporary shelters, and advance evacuation of special-needs persons out of the community before executing further air evacuations.** These measures should be considered only as last resort after all reasonable efforts to provide safety to endangered residents have been exhausted. Evacuation of remaining at-risk persons from the threatened community may be warranted to the nearest community. In bad weather, an evacuation by air can be dangerous or even impossible. Return to the community after the storm is not considered an emergency and will be subject to cost and schedule considerations.

NOTE: The decision to recommend an evacuation rests with the local official or IC managing the incident. *The costs for evacuating persons from your community may not be covered by State or Federal disaster assistance. Your community may be responsible for expenses resulting from evacuation. Contact the SEOC at 1-800-478-2337 prior to evacuation, if it is safe to do so.*

Shelter Requirements

Consider temporary shelters, short-term and long-term housing during pre-incident planning. Resource and logistic considerations include food, water, security, medical supplies, facility requirements; staffing, medical care, and relocation assistance. See **Appendix L** for a Potential Evacuation Shelters form. If more shelter resources are needed, see **Appendix H**.

Warning and Public Information

Advanced notice of possible evacuation will normally come from the local official or IC.

- For slow-developing events, give advance warning to residents when it is clear evacuation may be required.
- Disseminate evacuation warning through available warning systems. Make provisions to notify individuals with special needs, including hearing impaired and non-English speakers.
- In case of immediate evacuation, use siren and speaker-equipped vehicles. Consider door-to-door notification for large buildings and in rural areas.
- When the incident that generated the need for evacuation is resolved, advise the evacuees it is safe to return to their homes and businesses.

Special-Needs Populations

The following special-needs citizens will require transportation, shelter, and medical care during major evacuations.

- Home-bound elderly
- Economically isolated
- Public transportation dependent
- English as a second language, non-English speakers
- Medication required

Special Facilities

Special facilities are responsible for the welfare and safety of their students, clients, patients, and inmates. Virtually all of these facilities are required to maintain an emergency plan that includes provisions for an emergency evacuation; however, to implement the plan effectively, they must be warned of emergency. Give advance warning to special facilities/populations in an evacuation area as early as possible. Such facilities should review and prepare to implement evacuation plans.

- **Schools.** If evacuation of public schools is required, students will be transported outside of the risk area where parents can pick them up. With advance warning, schools will close and students will be returned home to evacuate with their family.
- **Hospitals and Health Clinics.** If evacuation is required, transport patients to a comparable facility with appropriate medical support. The facility operator is responsible for arrangements and coordination. In the case of short-notice or no-notice

events, local government might need to assist with transportation and locating a suitable reception facility.

- **Skilled Nursing Facilities (SNFs).** Special care should be taken in evacuating persons with disabilities (both physical and mental) and the elderly.
- **Jails and Detention Centers.** If evacuation is required, transport inmates to a comparable facility. The facility operator is responsible for transportation arrangements and coordinating with the host facility. In the case of short-notice or no-notice events, local government might need to assist with transportation and locating a suitable reception facility.
- **Pets and Animals**
 - Pet evacuation and sheltering is primarily the responsibility of the local jurisdiction.
 - Local resources will be committed before requesting assistance from higher levels of government.
 - Maintain a list of structures and areas available for housing animals.
 - Animal owners must be prepared to care for their pets and other animals.
 - Coordinate with veterinarians and animal-related organizations to provide assistance.
 - Be prepared to deal with deceased, diseased, or contaminated animals. Decontaminate and dispose properly.
 - All agencies and organizations will maintain accurate records of the costs incurred during disaster operations. These records will be used should emergency funding be available.

Nonresident/Tourist Evacuations

The community must consider the nonresident seasonal worker or tourist population in planning, conducting, and recovering from events requiring evacuation. The planning effort must incorporate the expected increase in population due to seasonal construction, industry, and tourism to anticipate the increase in transportation, shelter, and medical-resource needs.

Returning Evacuees Back to the Community

Evacuees returning to their homes or businesses require the same consideration, coordination, and control as the original evacuation. The local official or IC will normally disseminate the decision to return evacuees through media. It may be necessary to provide transportation for those who lack vehicles.

Before evacuees are returned, the following conditions should prevail:

- The threat prompting the evacuation has been resolved or subsided.
- Sufficient debris has been removed to permit travel. (Roads and bridges are safe to use.)
- Downed power lines have been cleared; ruptured gas, water, and sewer lines have been repaired; and other safety hazards have been eliminated. However, utility services may not be fully restored.
- Structures have been inspected and deemed safe for occupancy.
- Adequate water is available for firefighting.

Public information intended for returnees should address the following:

- Caution in reactivating utilities and damaged appliances
- Documenting damage for insurance purposes
- Cleanup instructions
- Removal and disposal of debris

APPENDIXES

- A. Basic Emergency Kit
- B. Disinfection Procedures for Drinking Water
- C. Identifying, Protecting, and Salvaging Vital Records
- D. Response, Relief, and Recovery Actions Checklist
- E. Immediate-Needs List
- F. 25 Questions for Emergency Managers
- G. Initial Damage Assessment Report
- H. Resource Requests
- I. Disaster Process Timetable and Guidelines
- J. Local Government Disaster Declaration
- K. General Evacuation Checklist
- L. Potential Evacuation Shelters
- M. Contact Numbers
- N. Websites

APPENDIX A

BASIC EMERGENCY KIT

Local emergency managers should plan for their residents to be on their own for 72 hours or longer if poor weather or disaster-related hazards or damage hamper timely response by outside emergency agencies.

A key element in an emergency kit is to ensure they are organized, easy-to-find, and well-stocked with supplies. The kit should also be easy to carry (e.g., in a waterproof container, suitcase with wheels, or in a backpack). The Salvation Army recommends packing the items in a sturdy, sealable trash barrel. Whatever you do, do not wait for a disaster to happen before putting together this emergency kit.

Some suggested items for an emergency kit include the following:

- Water**—1 gallon of water per person per day (include small bottles that can be carried easily in case of an evacuation order).
- Food** that will not spoil, such as canned food, energy bars, and dried foods (remember to replace the food and water once a year).
- Disposable dishes**, utensils, and containers
- Manual can opener**
- Flashlight and batteries**—1 per person
- Candles and matches or lighter**
- Battery-powered or wind-up radio** (and extra batteries)
- First-aid kit**
 - Sterile bandages, 2- and 4-inch-wide rolls
 - Bandages (large triangle and plastic strips)
 - Cotton-tipped swabs
 - Sterile absorbent cotton
 - Ace and butterfly bandages
 - Large gauze
 - Adhesive tape, 2-inch-wide roll
 - Petroleum jelly
 - Rubbing alcohol
 - Tissues
- Special-needs items**—medications, infant formula, diapers, eyeglasses, etc.

- Extra keys**—for your vehicles and house.
- Cash**—include smaller bills and change for pay phones. Remember, if it is a large disaster, credit card and ATM machines may not be working.
- Emergency plan**—ensure it contains your contact information.
- Change of clothing and footwear**—for each household member.
- Sleeping bag or warm blanket**—for each household member, plastic sheet or tarp.
- A whistle**—in case you need to attract attention.
- Garbage bags**—for personal sanitation.
- Toilet paper and other toiletries.** Shovel and bucket with plastic liners
- Safety gloves**
- Basic tools**—such as a hammer, pliers, wrenches, screwdrivers, fasteners, work gloves, etc.
- Small stove and fuel**—follow manufacturer’s directions and store properly.
- Two additional gallons of water per person per day**—for cooking and cleaning.
- Important personal documents**—keep in a waterproof container.
 - Driver’s license
 - List of credit card, checking, and savings account numbers
 - Insurance policies
 - Birth certificates
 - Medical history
 - Passports
 - U.S. service discharge papers
 - Titles for autos, boats, etc.
 - Social Security cards
 - Wills
 - Household inventory
 - Pictures of each room in home, from 2 angles (for insurance)
- Cards/Games/Books**—to keep yourself and children busy.
- Extra batteries.**

APPENDIX B

DISINFECTION PROCEDURES FOR DRINKING WATER

There are 3 basic procedures for disinfecting water:

1. Boiling

Boiling is the safest method of disinfecting water. Bring water to a rolling boil for at least 2 minutes, keeping in mind some water will evaporate. Boiled water will taste better if you put oxygen back into it by pouring the water from one container to another several times.

2. Disinfectant Tablets

These tablets are available at most sporting goods or drug stores. Follow directions on the package. Usually 1 tablet is enough for 1 quart of water. The dose should be doubled for cloudy water.

3. Bleach Disinfectant

Liquid household bleach can be used if the label lists sodium hypochlorite as the only active ingredient and there is no perfume (such as "lemon scent") in the bottle. Add bleach according to the table below, stir, and let stand for 30 minutes. If the water does not taste and smell of chlorine after 30 minutes, add another dose and let stand another 15 minutes.

Note: *Do not use this method to disinfect water in a waterbed. Use a manufacturer-provided disinfectant that will not harm the plastic.*

<u>AMOUNT OF WATER</u>	<u>CLEAR WATER</u>	<u>CLOUDY WATER</u>
1 quart	2 drops	4 drops
1 gallon	8 drops	16 drops
5 gallons	½ teaspoon	1 teaspoon

APPENDIX C

IDENTIFYING, PROTECTING, AND SALVAGING VITAL RECORDS

Identifying Vital Records

Vital records may be defined as records required to facilitate the local government's essential operations, to protect legal and financial interests.

Many records marked as *permanent* in general record schedules or as *archival* in record disposition authorities will be vital. The following is not a comprehensive checklist:

- Accounts payable/receivable
- Bank account information
- Budgets
- Capital asset records
- Emergency plans
- Contracts, leases, and agreements
- Charters and deeds
- Disaster recovery plan
- Equipment/supplies inventories
- General ledgers
- Insurance policies
- Licenses and permits
- Maps (taxation, topographical, utility)
- Payroll/pension fund records
- Police identification/fingerprint files
- Power of Attorney
- Property tax assessment records
- Treasurer's reports
- Vehicle titles
- Vital records list
- Vital statistics (births, marriages, divorces, deaths)
- Wills
- Zoning records

Protecting Vital Records

The best method of protecting vital records is through duplication and dispersal. Paper records and non-digital photographs may be photocopied and/or scanned into electronic files. Files, computer programs, digital photographs, and other electronic media should be backed up on CD-RW disks, USB flash drives, etc.

- Hold copies of vital records in a vault or safe. However, if the vault or safe is not disaster proof, copies and originals will be lost if the entire facility is destroyed.
- Off-site storage is usually a better method of dispersal. It involves keeping copies of vital records at a location outside the agency, in case the originals are destroyed.

Whatever method, the off-site facility should offer high-volume storage and quick records retrieval in the event of an emergency.

What to Do When the Incident Starts

While the following emergency measures are no substitute for a disaster plan, they may enable those without a plan to get through the event. The following are steps to protect vital records:

- Take backup computer disks and tapes out of the office.
- Ideally, the temporary storage area should have a properly controlled environment and a means of access to the records (backup computer equipment, etc.).
- Wrap each computer in a plastic garbage bag and secure the bag with a tie around the electrical cord.
- If you are unable to remove paper records from the site, move them off the floor.
- Identify a temporary site or sites where agency functions can resume and records salvage operations can be started.

Salvaging Water-Damaged Vital Records

Water-damaged records are usually recoverable if salvage work begins within 2 days. Mold and mildew develop rapidly. Because the disaster site will be extremely humid, ideally salvage must be in a clean, dry area with a temperature of 65 degrees and a relative humidity of 40 percent.

- Cover work areas with plastic sheeting and move water-damaged records with extreme care. Milk crates or similar ventilated plastic cartons are good carriers.
- Do not try to separate stuck-together pages as long as they are saturated. When the pages are almost dry, place paper towels between them to absorb the remaining water. Change the towels frequently, using fans to circulate air over damaged records. Vacuum freeze-drying is a good way to dry paper records, but it is expensive.

APPENDIX D

RESPONSE, RELIEF, AND RECOVERY ACTIONS CHECKLIST

Response (Immediate)	Relief (Short-term)	Recovery (Long-term)
<input type="checkbox"/> Search and rescue	<input type="checkbox"/> Provision of interim housing	<input type="checkbox"/> Long-term housing for displaced victims
<input type="checkbox"/> Emergency shelter, housing, food, water, fuel, and energy	<input type="checkbox"/> Repair and restoration of lifeline utilities	<input type="checkbox"/> Debris management
<input type="checkbox"/> Emergency medical and mortuary services	<input type="checkbox"/> Emergency repair of vital transportation systems	<input type="checkbox"/> Hazard mitigation
<input type="checkbox"/> Public health and safety	<input type="checkbox"/> Building-safety inspections	<input type="checkbox"/> Reconstruction of permanent housing
<input type="checkbox"/> Decontamination after a chemical, biological, or radiological incident	<input type="checkbox"/> Debris removal and cleanup	<input type="checkbox"/> Reconstruction of commercial facilities
<input type="checkbox"/> Removal of threats to the environment	<input type="checkbox"/> Provision of critical incident stress counseling for response staff and community	<input type="checkbox"/> Reconstruction of transportation systems
<input type="checkbox"/> Emergency restoration of critical services (electric and natural gas services, water, sewer, telephone)	<input type="checkbox"/> Restoration of social/health services	<input type="checkbox"/> Implementation of long-term economic recovery
<input type="checkbox"/> Transportation, logistics, and other emergency services	<input type="checkbox"/> Restoration of normal civic services	
<input type="checkbox"/> Private sector provision of needed goods and services through contracts or donations	<input type="checkbox"/> Coordination of local, State, borough, and Federal damage assessments	
<input type="checkbox"/> Secure crime scene, investigate and collect evidence	<input type="checkbox"/> Re-occupancy of structures	
<input type="checkbox"/> Planning for relief and recovery	<input type="checkbox"/> Economic recovery, including sites for business resumption	
	<input type="checkbox"/> Building demolition	

APPENDIX E

IMMEDIATE-NEEDS LIST

Food

- Type of food
- Baby food (formula, etc.)
- Specialized (religious, dietary, etc.)
- Animal and pet feed
- Storage facilities/refrigeration

Water and Sanitation

- Potable water
- Disinfectant (chlorine powder or bleach)
- Latrines and portable toilets
- Cleaning supplies (soap, detergent, etc.)
- Manpower for repair of drinking-water points
- Disinfection of the community water system/wells
- Extra water testing to rule out contamination or impact to the water system

Clothing

- Infants (diapers)
- Children
- Adults
- Winter/cold weather
- Rain gear

Education

- Infrastructure (temporary or permanent)
- Teacher kits and substitute teacher/assistant training
- Reading materials, school supplies

Community Health

- Medical staff
- Supplies (medical and pharmacy supplies, IV fluids, medical equipment, etc.)
- Mobile communications and ambulance unit
- Immunization vaccines
- Disease surveillance

Infrastructure Repairs

- Repair of roads, railways, and bridges
- Repair of community power supply and transmission lines
- Repair of telecommunications
- Repair of airport facilities and runway
- Repair of sewer and septic facilities, water tanks, and pipelines
- Repair of heating plants and circulation systems
- Repair of equipment needed to restore damaged facilities
- Repair of fuel-storage facilities
- Repair of government buildings (post office, city office, shelter, etc.)
- Repair of school buildings and facilities
- Repair of emergency vehicles (fire, ambulance, police, etc.)
- Repair of snow-removal and debris-removal equipment needed to clear roads
- Manpower needed to accomplish the work listed above
- Availability of materials, supplies, and fuel

Special Needs

- Medical supplies (oxygen, handicap patient needs, special drugs, etc.)
- Personal needs (contacts, eyeglasses, hearing aids, prescriptions, etc.)

APPENDIX F

25 QUESTIONS FOR EMERGENCY MANAGERS

Following a disaster, the local emergency manager must rapidly assess the situation in the community. The following questions have been found helpful to obtain an accurate understanding of the emergency, impact to community, and resources needed (i.e., situational awareness). This information is used to fill out the Initial Damage Assessment Report (**Appendix G**). The SEOC can then help the local emergency manager determine how best to assist the impacted community.

Basic Questions for Emergency Managers

- | | |
|---|---|
| 1. What happened? | 14. When did we respond? |
| 2. When did it happen? | 15. Who is in field command? |
| 3. Where did it happen? | 16. What has been done so far? |
| 4. What was the cause? | 17. What is the status of the local response? |
| 5. What population is affected? | 18. What is the long-term situation? |
| 6. How are they affected? | 19. What is the short-term situation? |
| 7. How long will they be affected? | 20. Has mutual or outside aid been requested? |
| 8. How many dead? | 21. What are the initial PIO needs? |
| 9. How many injured? | 22. What is the short-term plan? |
| 10. How many missing? | 23. What is the long-term plan? |
| 11. What is the extent of damage? | 24. What executive actions or decisions are needed? |
| 12. What is the current impact on local government? | 25. What is our briefing schedule? |
| 13. How did we learn of this incident? | |

APPENDIX G

INITIAL DAMAGE ASSESSMENT REPORT

(Initial Notification to DHS&EM)

Reporting location _____
(Name of village/city/borough) (Date & time)

Reported by _____
(Name) (Title)

NOTE: If this is a borough report but does not include all affected cities and villages in the borough, specify the cities or towns excluded.

Area(s) affected _____

Cause of damage _____
(e.g., flood, fire, windstorm, earthquake, landslide)

Persons and needs

(Insert approximate numbers in space provided)

A. Deceased	_____	F. Need food	_____
B. Injured	_____	G. Need water	_____
C. Missing	_____	H. Need sanitation	_____
D. Require medical help	_____	I. Need clothing	_____
E. Need shelter	_____		

Damage to essential or lifeline facilities (minor, major, or none)

A. Hospital/clinics	_____	H. Communications	_____
B. Power plants	_____	I. Railroads	_____
C. Fuel supply	_____	J. Airports/runways	_____
D. Roads	_____	K. Water treatment	_____
E. Bridges	_____	L. Sewage plants	_____
F. Schools	_____	M. Distribution lines	_____
G. Community buildings	_____	N. Heating systems	_____

Damage to private property

A. Dwelling units % _____ \$ _____ C. Farms and ranches % _____ \$ _____
B. Commercial bldg. % _____ \$ _____ D. Livestock % _____ \$ _____

Are there large accumulations of debris? ____ Yes ____ No (If yes, explain in Remarks)

Is the local government intact and able to fulfill its governing functions? Yes ____ No ____

Possible needs for DHS&EM emergency assistance

A. Search and rescue Yes _____ No _____ Unsure _____
B. Evacuation Yes _____ No _____ Unsure _____
C. Security/protection Yes _____ No _____ Unsure _____
D. Medical and health Yes _____ No _____ Unsure _____
E. Shelter and clothing Yes _____ No _____ Unsure _____
F. Food Yes _____ No _____ Unsure _____
G. Water Yes _____ No _____ Unsure _____
H. Repairs to communication systems Yes _____ No _____ Unsure _____
I. Repairs to coastal/riverbank protection Yes _____ No _____ Unsure _____

J. Other (specify in Remarks Section)

Emergency Operations Center (EOC) location _____

Telephone number of EOC _____ FAX _____

Other communications _____

Amount of local government funding available to meet the needs of this disaster \$ _____

Remarks _____

Name and title of person filing report _____

Date and time _____ / _____ Next report will be sent _____

APPENDIX H

RESOURCE REQUESTS

Local government should be prepared to provide the following information when requesting resources from the State:

All Requests

- What need does the requested resource fill?
- List full item description, quantity, actual delivery location, and point of contact.
- Does the requestor have the ability to pick up the resource, or will it need to be delivered? Where? When? To Whom?

Drinking Water

- How many persons need drinking water, and how many days will they need water?
- If water tankers are provided to meet the need, does the requestor have suitable containers for distribution?
- If bottled water is provided, does the requestor have a loading dock and the appropriate equipment (forklift, pallet jacks, etc.) to offload the pallets?

Food

- How many persons need food and for how long?
- How many meals per day per person will be served?
- Are facilities and personnel available to prepare hot meals?

Shelter

- How many persons need shelter and for how long?
- If shelters are provided to meet the need, does the requestor have a suitable location(s) for setup?
- If shelter is provided, does the requestor have a forklift to off-load pallets?
- Does the requestor have trained/qualified personnel to set up, maintain, and run the shelters? Contact the American Red Cross at 1-888-345-4376 or 1-800-451-8267 (24 hrs.)

Vehicles

- If a truck is needed, what size of truck (volume and tonnage)?
- Does the truck require 4-wheel-drive capability?
- What type of fuel is available in the community (gasoline or diesel)?

Generators

- What type of facility requires the generator? Does the facility have a quick connect for the generator?
- What size generator (kilowatts) is needed?
- What voltage? What phase?
- Can the requestor refuel the generator? If yes, can the requestor provide either gasoline or diesel?
- Does the requestor have trained/qualified personnel to maintain the generator? If necessary, does the requestor have a forklift to off-load the generator?

Pumps

- What is the necessary pipe/hose diameter or volume of water in gallons per minute?
- Does the water being pumped contain debris?
- What is the necessary pipe/hose length?
- Can the requestor refuel the pump? If yes, can the requestor provide either gasoline or diesel?
- Does the requestor have trained/qualified personnel to maintain the pump? If necessary, does the requestor have a forklift to off-load the pump?

Pet and Animal Care

- Is food, shelter, or water for pets, working animals, or livestock needed?
- Is veterinary or animal-related organization (e.g., dog musher's association) assistance needed?

APPENDIX I

DISASTER PROCESS TIMETABLE AND GUIDELINES

Milestone	Action	Time Frame
Incident occurs	Report incident to borough (if applicable); otherwise, contact the SEOC.	As soon as practical, but typically within 3 days
Local emergency protective measures	Local government acts to protect life and property.	Before, during ,and after the event
Local damage assessment	Use checklist to document visible damages.	Within 10 days of incident, provide this information to the borough or SEOC
Local emergency/disaster declaration	Based on severity and local ability to respond, make declaration and request specific assistance from the borough or SEOC.	Within 10 days of incident
Borough emergency/ disaster declaration (where applicable)	Based on severity and borough's ability to respond, make declaration with/without request for State assistance to SEOC.	Within 14 days of incident
Life safety and initial damage assessment	DHS&EM will work with local officials to identify life-safety threats, initial damages, and impact to the community.	Within 14 days
State disaster declaration	Upon review of the DHS&EM assessment and recommendations from cabinet staff, the governor determines if a state disaster should be declared and what types and levels of assistance should be provided.	Determined by severity on a case-by-case basis; typically within 30 days of event
Joint Preliminary Damage Assessment (PDA)	If a request for Federal assistance is expected, the State and FEMA will conduct a joint PDA to determine if Federal disaster thresholds have been met.	Typically within 30 days of the event
State request for Federal declaration	Based on severity and PDA findings, the governor may formally request Federal assistance through FEMA.	Must be within 30 days from date of the event*
Federal disaster declaration	Presidential declaration.	Typically within 30 days of a State request
Kickoff meeting to develop project worksheets	State and FEMA will conduct meetings in the community to discuss the disaster process and will begin developing project worksheets that outline eligible repairs.	Typically within 14 days of a State or Federal declaration
Complete emergency and permanent work	Complete project worksheets for emergency and permanent work.	6 months and 18 months from date of declaration, respectively*

* Federal requirement

APPENDIX J

LOCAL GOVERNMENT DISASTER DECLARATION WITH REQUEST FOR STATE ASSISTANCE

*****Example*****

WHEREAS, commencing on (date, year), the City of Chugach, Alaska sustained severe losses and threats to life and property from strong winds and higher-than-normal storm surges that caused widespread flooding of the entire village and severe damage or destruction of the city's power plant and transmission lines, sewer and water collection facilities, and transportation infrastructure; and,

WHEREAS, the City of Chugach is a political subdivision that has jurisdictional boundaries outside of a recognized borough; and,

WHEREAS, the following conditions exist as a result of the disaster emergency: widespread flooding within the village area resulting in inundation of, and severe damage to, approximately 14 homes, requiring evacuation and sheltering of the residents; severe damage to four local businesses and five public buildings; severe damage to personal and real property and subsistence equipment; deposition of vegetation and building debris on major roads and the airport runway requiring debris removal; loss of electrical power citywide, which required temporary repair and future permanent repairs; reduced capability of the water and sewer lines, which will require professional inspection and permanent repairs; washouts along four major roads and significant loss of embankment along the north side of the airport runway, requiring emergency protective measures to be taken; and,

WHEREAS, the severity and magnitude of the emergency is beyond the timely and effective response capability of local resources; and there are insufficient regularly appropriated funds to cover these expenses; and,

THEREFORE, be it resolved that the mayor of Chugach does declare a disaster emergency per AS 26.23.140 to exist in the City of Chugach.

FURTHERMORE, it is requested that the governor of the State of Alaska declare a disaster emergency to exist as described in AS 26.23 and provide disaster assistance to the City of Chugach in its response and recovery from this event. The City specifically requests individual disaster relief for 14 homeowners with flooded homes and damaged personal, real, and subsistence property, public disaster assistance for emergency protective measures, temporary and permanent repairs to the city sewer, water, and transportation infrastructure, with technical assistance and funding to evaluate the damage to, and perform needed repairs to, the city water collection and transmission systems.

FURTHER, the undersigned certifies that the City of Chugach has or will expend local resources in the amount of \$_____ as a result of this disaster, for which no State or Federal reimbursement will be requested.

SIGNED this 2nd day of month, year

Signature _____

John Q. Doe, Mayor
City of Chugach

APPENDIX K

GENERAL EVACUATION CHECKLIST

✓	Evacuation Checklist	Assigned
PLANNING PHASE:		
<input type="checkbox"/>	1. Determine evacuation area(s) at risk: <ul style="list-style-type: none"> ▪ Use readily identifiable boundaries ▪ Determine population of risk area(s) ▪ Identify any special-needs facilities and populations in risk area(s) 	
<input type="checkbox"/>	2. Determine evacuation routes for risk area(s) and check the status of these.	
<input type="checkbox"/>	3. Estimate public-transportation requirements and determine pickup points.	
<input type="checkbox"/>	4. Determine temporary shelter requirements. **<i>Identify number of people.</i>	
ADVANCE WARNING PHASE:		
<input type="checkbox"/>	5. Provide advance warning to special-needs facilities and advise them to activate evacuation, transportation, and reception arrangements.	
<input type="checkbox"/>	6. Coordinate with special-needs facilities regarding precautionary evacuation. Identify and alert special-needs populations.	
<input type="checkbox"/>	7. Ready temporary shelters for use.	
<input type="checkbox"/>	8. Coordinate with transportation providers to ensure vehicles and drivers will be available when needed.	
<input type="checkbox"/>	9. Coordinate with school districts regarding closure of schools.	
<input type="checkbox"/>	10. Advise neighboring jurisdictions if evacuation to their community is expected.	
EVACUATION PHASE:		
<input type="checkbox"/>	11. Advise neighboring jurisdictions that evacuation recommendation or order will be issued. **<i>Identify number of people to be evacuated.</i>	
<input type="checkbox"/>	12. Disseminate evacuation recommendation or order to special-needs facilities and populations. Provide assistance in evacuating, if needed.	
<input type="checkbox"/>	13. Disseminate evacuation recommendation/order to the public using available warning systems, clearly identifying evacuating areas and shelter locations.	
<input type="checkbox"/>	14. Provide emergency information through the media. This should address: <ul style="list-style-type: none"> ▪ What will be done to secure buildings being evacuated ▪ What evacuees should take with them ▪ Where evacuees should go and how they should get there ▪ Provisions for special-needs population and those without transportation 	
<input type="checkbox"/>	15. Staff and open temporary shelters. <ul style="list-style-type: none"> ▪ Track all individuals (families) placed in the local shelter. ▪ If leaving the community, track all individuals and the location they will be sheltered. 	
<input type="checkbox"/>	16. Provide situation reports on progress of the evacuation to the local disaster district (and the SEOC).	

PLANNING FOR THE RETURN OF EVACUEES:	
<input type="checkbox"/> 17. If evacuated areas have been damaged, reopen roads, eliminate significant health and safety hazards, and conduct damage assessments.	
<input type="checkbox"/> 18. Determine requirements and coordinate provision for evacuee return.	
<input type="checkbox"/> 19. Advise neighboring jurisdictions (and the SEOC) that return of evacuees will begin.	
RETURN OF EVACUEES PHASE:	
<input type="checkbox"/> 20. Advise evacuees through the media that they can return to their homes.	
<input type="checkbox"/> 21. Coordinate with special-needs facilities to return those evacuees back to the community.	
<input type="checkbox"/> 22. If evacuated areas have sustained damage, provide the public information that addresses: <ul style="list-style-type: none"> ▪ Documenting damage and making expedient repairs ▪ Caution in reactivating utilities and damaged appliances ▪ Cleanup and removal/disposal of debris 	
<input type="checkbox"/> 23. Terminate temporary shelter and mass-care operations.	
<input type="checkbox"/> 24. Maintain control for areas that cannot be safely reoccupied.	

APPENDIX L

POTENTIAL EVACUATION SHELTERS

Shelter ID/Name Phone Number	Location/Description (include capacity)	Shelter Manager	Responsible Agency	Evacuation Time

APPENDIX M CONTACT NUMBERS

Agency	Contact	Telephone Number	FAX
<u>STATE OF ALASKA</u>			
ADEC, Disaster Response For Spills only	Emergency Coordinator	907-376-1865	907-376-2382
	Anchorage Office	907-269-3063	
	Fairbanks Office	907-451-2121	
	Juneau Office	907-465-5340	
	After hours spills	1-800-478-9300	
Alaska State Troopers	Commander, Bethel	907-543-2294	907-543-5102
	Commander, Fairbanks	907-451-5100	907-451-5165
	Commander, Kotzebue	1-800-789-3222	907-442-3221
AVEC	Hotline	1-800-478-1818 907-561-1818	
DCCED	Floodplain Insurance and Mgmt.	907-269-4583	907-269-7066
	Alaska Energy Authority	907-771-3025	907-771-3044
DHS&EM	State Emergency Coordination Center	907-428-7100 1-800-478-2337	907-428-7095
DNR/DOF	Coastal Region	907-761-6225	
	Northern Region	907-451-2660	
<u>FEDERAL</u>			
American Red Cross	Director	907-646-5400 1-888-345-4367	907-276-1465
Army Corps of Engineers	Emergency Manager	907-753-2513	907-753-2748
National Weather Service Anchorage	Anchorage Forecast Office	907-266-5105	907-266-5182
	Duty Hydrologist, River Forecast Center	907-266-5160	
	Warning Coord. Meteorologist	907-266-5117	907-266-5188
Fairbanks	Lead Forecaster	907-458-3708 907-458-3712	907-458-3703
	Warning Coord. Meteorologist	907-790-6824	907-790-6827
Juneau	Lead Forecaster	907-790-6803	

APPENDIX N

WEBSITES

- <http://ready.alaska.gov> Alaska DHS&EM
- <http://www.commerce.state.ak.us/dca/nfip/nfip.htm> Department of Commerce, Community and Economic Development (DCCED), *State of Alaska Floodplain Management*
- <http://www.flood.alaska.gov> *Flood information for Alaskans*
- <http://www.floods.org/> Association of State Floodplain Managers
- <http://aprfc.arh.noaa.gov> Alaska-Pacific River Forecast Center (APRFC)
- <http://ambcs.org> Natural Resources Conservation Service (NRCS), Alaska Snow, Water and Climate Services
- <http://www.arh.noaa.gov/> National Weather Service (NWS), Alaska Region Headquarters
- <http://akweathercams.faa.gov/> Federal Aviation Administration (FAA), Alaskan Region's Weather Cameras
- <http://fire.ak.blm.gov/> U.S. Department of the Interior—Bureau of Land Management (BLM), Alaska Fire Service
- <http://www.aidea.org/aea/index.html> Alaska Energy Authority (AEA)
- <http://www.commerce.state.ak.us/dca> Department of Commerce, Community and Economic Development (DCCED), Community Profiles
- <http://www.dps.state.ak.us/fire/TEB/ruralfireprotection.aspx> Alaska Department of Public Safety, Rural Fire Training Office
- <http://www.state.ak.us/dec/> Department of Environmental Conservation (DEC)
- <http://pafc.arh.noaa.gov/ice.php> National Weather Service, Forecast Office Alaska Ice Desk
- <http://www.fema.gov/> Federal Emergency Management Agency (FEMA)
- <http://www.alaska.redcross.org> American Red Cross of Alaska
- <http://www.sba.gov/localresources/disasteroffices/focwest/index.html> Small Business Administration