

Section 1: Background and Overview

Authorities

City of Seward	Charter and Code of Laws, City of Seward, Title 9, Chapter 9.10 City of Seward, Alaska Resolution 2007-025
Kenai Peninsula Borough	KPB Chapter 2.45 (Emergency Management Agency) KPB Ordinance 93-01
State of Alaska	AS 26 Chapter 20 (Civil Defense Act) AS 26 Chapter 23 (Alaska Disaster Act) AS 29 Chapter 25 (Emergency Ordinances) AS 29 Chapter 35 (Emergency Disaster Powers) AS 46 Chapter 9 (Hazardous Substance Release Control) State of Alaska Emergency Response Plan (2004) Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges and Releases (Unified Plan) and Subarea Plans (also Federal Authority)
Federal	PL 81-920 (Civil Defense Act of 1950 as amended) PL 93-288 (Disaster Act of 1974) PL 96-342 (Improved Civil Defense 1980) PL 99-499 (Emergency Planning and Community Right-to-Know Act of 1986, SARA Title III) HSPD-5 (Homeland Security Presidential Directive) National Response Plan (2005) National Contingency Plan (1994)

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Mutual Aid and Inter-jurisdictional Agreements

The following local, state, and federal Mutual Aid Agreements, Cooperative Agreements, Inter-jurisdictional Agreements, and agency plans and Standard Operating Procedures for the purposes of disaster emergency management are an integral part of this plan and are hereby referenced:

- Bear Creek Fire Dept.
- Moose Pass Fire Dept.
- Alaska State Troopers
- Kenai Peninsula Borough Office of Emergency Management
- Seward Ambulance/Bear Creek medical aid agreement
- Alaska Chadux Corporation (spill response)

Emergency Management Policies

Emergency Response Priorities

The community observes the following response priorities:

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

The city encourages all citizens to be self-sufficient for 5 to 7 days should a disaster emergency occur.

Purpose of this Plan

This Emergency Operations Plan serves the following purposes:

- To describe the system used to provide for comprehensive management of disaster emergency operations within the city limits and to provide a means of integrating into the Kenai Peninsula Borough Emergency Operations Plan
- To guide local response in any situation where standard operating procedures are not sufficient to handle an emergency incident
- To provide policy guidance and operational directives to coordinate and support local response activities
- To guide local responders in call-out and notification of outside agencies
- To promote local preparedness and first response while awaiting outside aid
- To promote self-sufficiency and to encourage personal preparedness
- To identify and plan for the needs of special populations
- To identify a city Incident Management Team (IMT), consisting of representatives from the city government, private industry, and other emergency services organizations

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- To serve as a reference and training aid for all city departments, volunteer organizations, and other emergency response personnel within the City, to ensure an efficient management team.

General Policies

- Essential city services will be maintained as long as conditions permit
- Access to emergency services shall not be denied on the basis of race, color, national origin, religion, sex, age or disability
- Government entities implementing this plan shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence

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

City and Individual Readiness

- Because of its relative isolation from major support centers and the travel times involved, the city must be capable of reacting effectively without outside assistance during the critical hours following a natural disaster.
- During natural disasters or other emergencies, normal systems of distribution, communications, and production may be disrupted for periods ranging from days to months, or be non-existent. Therefore, survival in the Seward area would depend on local self-sufficiency.
- Individual and family preparedness is the first step in successful disaster mitigation and response. All community members must remain well informed about local disaster risks.
- All community members must remain well informed about local disaster response plans and policies, including evacuation routes, shelters, mass care facilities, and shelter-in-place procedures.
- When individuals and families cannot respond effectively, it is the responsibility of the local government to protect life and property from the effects of hazardous events.
- When the emergency exceeds the local government's capability to respond, assistance will be requested from the state government. The federal government will provide assistance to the state, when appropriate.

Basic responsibility for disaster emergency planning and response lies first with individuals and heads of households. Community members with assigned emergency response duties should take care of their families first.

Visit www.fema.gov for family and personal emergency preparedness brochures.

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Local Emergency Management

- This plan is organized under the Incident Command System (ICS). City personnel have been pre-identified to fill key ICS positions.
- This plan is based on the concept that emergency functions for groups and individuals involved in emergency management will generally parallel their normal day-to-day functions.
- It is important to maintain organizational continuity and to assign familiar tasks to personnel; however, in large-scale disasters it may be necessary to draw upon peoples' basic capacities and use them in areas of greatest need.
- City departments will continue their normal duties and whatever additional duties assigned to them during a declared disaster. However, day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency.

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Direction and Control

Emergency Preparedness Director

The City Manager is the Emergency Preparedness Director, and is responsible for coordinating all emergency response activities. The Emergency Preparedness Director or designee will make appointments to any position that is not filled. In case of absence of the City Manager and designees, the Mayor will make an appointment for an Emergency Preparedness Director.

Disaster Declaration

The Emergency Preparedness Director or designee has the authority, upon decision that the City's resources are not sufficient to meet the emergency, to determine and declare that a Disaster exists. The Fire Chief or Police Chief is the designated alternate with the authority to declare a local disaster, in the absence of the City Manager. After the City Manager or designee has declared a Disaster, the City Manager will:

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

A declaration of disaster emergency by the Emergency Preparedness Director or designee is required to access state and federal disaster assistance, and may expedite procurement of local resources and funding as well.

The Emergency Preparedness Director will serve as the Community Emergency Coordinator (CEC) as defined in Alaska Statute (AS 26.23.060(d)) during a hazardous materials incident or release.

Disaster Declaration Forms are included in Appendix A.

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Phases of Disaster Emergency Management

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

Mitigation

- Mitigation includes those actions taken to eliminate a hazard, or to reduce the potential for damage should a disaster emergency occur.
- Mitigation actions include building codes, special identifications and routing requirements for the movement of hazardous materials, land use, and zoning requirements.
- The City of Seward participated in the Kenai Peninsula Borough All-Hazard Mitigation Plan development and additional mitigation information is included in Annex E to that plan.

Preparedness

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

Response

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

Recovery

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

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Levels of Emergency Response

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

First Responders

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

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

Private Sector

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

Private Facilities are expected to develop their own emergency operations manuals and procedures, including evacuation procedures.

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

For certain types of incidents, such as fires and hazardous materials releases, local agencies may maintain incident command to protect public health and safety. Likewise, if the private facility or organization responsible for the incident does not have the planning or personnel in place to support a response, the City IMT and/or the Regional IMT and EOC may be selectively activated to support response operations.

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

Local

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

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For a more serious incident, it may be necessary to activate the local Incident Management Team (IMT) to establish the Emergency Operations Center (EOC), manage emergency operations, coordinate on-scene personnel, and gauge the need for assistance from outside the community. The EOP is activated as needed to manage the multi-agency local response.

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

Borough

The Kenai Peninsula Borough (KPB) Office of Emergency Management (OEM) has plans and procedures in place to manage region-wide emergencies, or incidents affecting local or tribal jurisdictions within the region or borough. If the severity and magnitude of a disaster should exceed local capabilities, requests for outside assistance will be directed to the KPB OEM.

Under the concept of operations outlined in the State of Alaska Emergency Response Plan for all hazards, and the Federal/State Preparedness Plan for Response to Oil Spills and Hazardous Substance Releases (Unified Plan), the borough government is the primary liaison between affected communities (local or tribal governments) and the state. The KPB OEM is responsible for coordinating the disaster response activities of Borough, State, Federal, and independent agencies which do not have mutual aid support agreements with the City. Therefore, the local IMT should coordinate closely with the KPB OEM when seeking support from the state or federal governments.

In some cases, the Borough may request assistance from the city to respond to a disaster that affects other cities or unincorporated areas in the Borough.

State

When a disaster response exceeds local capabilities, the City may request assistance from the State of Alaska. Typically, such a request would be routed through the KPB OEM. The State of Alaska intends to have direct contact with the local or tribal government only if they are in an unorganized borough.

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

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

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

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

Multi-agency Coordination (MAC) Group

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

Federal

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

After completion of a preliminary damage assessment, the director of FEMA will recommend to the President whether to declare an Emergency or Major Disaster. The

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President will declare an Emergency or Major Disaster and appoint the Federal Coordinating Officer, who serves as the President's representative to the disaster emergency and leads the federal response and recovery efforts from the field office.

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

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Plan Management and Updates

Plan Review Cycle

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

- As appropriate following each emergency exercise or drill, during which the plan is used, to reflect lessons learned during the drill or emergency
- As appropriate to reflect any changes in city resources, departments, form of government, agency structure or other such event that would impact local emergency services
- At least once every 2 years

The Fire Department is responsible to ensure that revisions are made and incorporated into all copies of the Plan.

Drills and Exercises

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

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

Participants and observers should evaluate training and exercises and identify any elements of the EOP that need to be revised or updated. Following the critique of the test/exercise, the evaluating group should initiate any necessary changes to the basic plan or to city department SOPs or implementation procedures. This is an appropriate time to review and update other information contained in the EOP; e.g., personnel assignments, emergency telephone lists, and resources.

All individuals and departments with identified roles in the Seward Incident Management Team are expected to be familiar with the contents of this plan, to participate in drills and exercises, and to complete the requisite ICS Training as discussed in Section 6.

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Log of Drills, Exercises, and Training

Each city department develops and administers their own training and exercise programs, and maintains records of department personnel participation. It is the responsibility of each department head to periodically supply the Seward Fire Department with updated information regarding training and exercises, for inclusion in this plan.

Any training, drills, or exercises that result in actionable changes to the Seward EOP should be addressed in the next plan update.

Type of Drill/Exercise and Date Held	Participation	Lessons Learned

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Section 13 of this plan contains a Post-Incident Evaluation Checklist that may also be used to evaluate drills or exercises.

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Relationship to Other Plans and Policies

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

Plans, Policies, and Resources	Agency	Description
National Response Plan (2004)	U.S. Department of Homeland Security	National all-hazard response plan that guides emergency response policies and procedures for the U.S.
http://www.dhs.gov/xprepresp/committees/editorial_0566.shtm		
National Incident Management System (NIMS) Document (2004)	U.S. Department of Homeland Security	Consistent nationwide template to enable efficient and effective response to incidents occurring within the U.S.
http://www.fema.gov/emergency/nims/index.shtm		
National Contingency Plan (1994)	U.S. Coast Guard	An organizational structure that provides procedures for responding to discharges of oil and releases of hazardous substances.
http://www.access.gpo.gov/nara/cfr/waisidx_99/40cfr300_99.html		
National Infrastructure Protection Plan (2006)	U.S. Department of Homeland Security	A national plan designed to protect U.S. critical infrastructure and key resources.
http://www.dhs.gov/xprevprot/programs/editorial_0827.shtm		
State of Alaska Emergency Response Plan (2004)	Alaska Division of Homeland Security and Emergency Management	State Plan designed to ensure a coordinated effort in the management of response to emergencies and disasters.
http://www.ak-prepared.com/plans/acrobat_docs/Alaska_Emergency_Response_Plan.pdf		
State of Alaska All-Hazard Mitigation Plan (2004)	Alaska Division of Homeland Security and Emergency Management	Culmination of a cooperative partnership between local government, DHS&EM, other State and Federal agencies, and FEMA in which mitigation of hazards is discussed.
http://www.ak-prepared.com/plans/mitigation/statehazmitplan.htm		

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Plans, Policies, and Resources	Agency	Description
The Alaska Federal and State Preparedness Plan for Response to Oil and Hazardous Substance Discharges and Releases (Unified Plan) (1999)	Alaska Regional Response Team	A document containing information applicable to pollution response within the entire State of Alaska. Written cooperatively by several government agencies.
http://www.akrrt.org/UnifiedPlan/index.shtml		
State of Alaska Pandemic Influenza Plan	Multi-agency	A plan prepared to reduce impacts of an influenza pandemic.
http://www.pandemicflu.alaska.gov/		
Kenai Peninsula Borough All-Hazard Mitigation Plan (2005)	KPB Office of Emergency Management	Borough all-hazard plan intended to minimize the impacts of emergencies or disasters.
http://www.borough.kenai.ak.us/emergency/hazmit/plan.htm		
Kenai Peninsula Borough Emergency Operations Plan (2007)	KPB Office of Emergency Management	Borough plan that guides emergency response – currently under revision (2007)
http://www.borough.kenai.ak.us/emergency/default.htm		
Kenai Peninsula Borough Spruce Bark Beetle Wildfire Mitigation Plan	KPB Spruce Bark Beetle Mitigation Program	Borough plan and program that was written in order to mitigate wildfire and other hazards related to spruce bark beetle-killed spruce.
http://www.borough.kenai.ak.us/sprucebeetle/		
Kenai Peninsula Borough Local Emergency Planning Committee (LEPC) website	KPB LEPC	State of Alaska website describing the Borough's LEPC
http://www.ak-prepared.com/serc/LEPC/Kenai.htm		
Cook Inlet Subarea Oil Spill Contingency Plan (2004)	Cook Inlet Subarea Committee	Regional supplement to the Unified Plan, which details the subarea's oil, and hazardous materials discharge response plan
http://www.akrrt.org/CIplan/CookInletSCP.shtml		

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Plans, Policies, and Resources	Agency	Description
Kenai Peninsula Citizen Corps (KPCC) website	KPCC	Website aimed towards creating prepared communities on the Kenai Peninsula. The KPCC provides training, resources, and solutions for disaster risks.
http://www.kpvolunteers.org/		