

Kodiak Island Borough

# Part 1: Base Plan

Emergency Operations Plan

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## **PART 1: BASE PLAN**

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### **SECTION 1: EMERGENCY MANAGEMENT**

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#### ***Primary Authorities***

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The Kodiak Emergency Services Organization, Local Emergency Planning Committee, and Emergency Services Council adopt this Emergency Operations Plan under the following local, state, and federal authorities:

#### ***Local Laws***

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- KCC Chapter 2.32 (Emergency Services)
- KIBC Code Chapter 2.41 (Emergency Services)
- 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)

#### **Federal Laws**

- Stafford Act
- Post-Katrina FEMA Reform Act

#### ***Policy Statements***

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It is the policy of the Kodiak Emergency Services Organization (KESO), the City of Kodiak (City), and Kodiak Island Borough (KIB or Borough) to safeguard life and property by making maximum use of all available resources, public and private, and to minimize the effects of disaster emergencies.

The KESO, the City, and the KIB encourage citizens to be self-sufficient for up to 72 hours in the event of a disaster.

#### **General Planning and Policy Assumptions:**

- Essential City and Borough services will be maintained for as long as conditions permit, and will be restored as quickly as possible.
- A disaster emergency will require prompt and effective response and recovery operations using resources from City and Borough departments, disaster relief agencies, volunteer organizations, and the private sector.
- Kodiak regional disaster emergency operations will be based on the principle of self-help. The Kodiak Incident Management Team will be responsible for using all available local resources prior to requesting assistance from outside.
- Environmental, technological, and civil disaster emergencies may be of such magnitude and severity that outside assistance is required.
- When resources locally available are insufficient to respond to and/or recover from the disaster emergency, the Kodiak Emergency Services Council (ESC) or Emergency Services Director (ESD) will request assistance from the State of Alaska.

- When a disaster emergency situation exists, all City and Borough departments will put their respective emergency operations plans and standard operating procedures into limited or full operation as necessary, integrating those plans and procedures with the actions described in this plan.
- Disaster emergency response often requires decisions to be made quickly under adverse conditions. Government entities complying with this plan shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence.
- Incident situation and status reports will be made by the Incident Management Team to command and support authorities based upon severity of the disaster emergency or anticipated disaster emergency.
- Access to emergency services shall not be denied on the basis of race, color, national origin, religion, sex, age, or disability. The needs of special populations shall be identified and planned for as directed by policy makers and according to federal regulations.
- Local activities pursuant to the Federal and State Agreement for major disaster recovery will be carried out in accordance with all applicable state and federal non-discrimination laws. Federal disaster assistance is conditional on full compliance with non-discrimination rules and policies.

#### **Kodiak Island Borough and City of Kodiak**

Local ordinances define the word "disaster" as the actual or threatened enemy attack, sabotage, extraordinary fire, flood, storm, tsunami, earthquake, volcanic eruption, riot, or other similar public calamity (KCC Chapter 2.32.020(k); KIBC Chapter 2.41.020(j)).

The City and Borough administrations are jointly tasked with the following responsibilities related to emergency preparedness and response:

- Assignment of department personnel to the Local Emergency Planning Committee and/or Emergency Services Organization as appropriate according to the guidelines and bylaws of those organizations.
- Development of departmental emergency operating procedures and department standard operating procedures (SOP) to implement assigned duties within this plan.
- Ensuring that department personnel are properly trained to accomplish disaster emergency duties described in this plan
- Ensuring that Continuity of Government plans are current and appropriate.
- Assignment of department personnel and qualified alternates to Kodiak Incident Management Team positions according to the specifications in this plan.
- Establishment of department internal lines of succession of authority and training of designated alternates to fill IMT positions.
- Protection of department records, materials, facilities, equipment, and services.
- Assignment of department personnel to the Incident Management Team and Emergency Operations Center.

#### **Responsibilities of Other Agencies and Private Sector Plan holders**

Other agencies and private facilities with emergency response plans and procedures in place are expected to include in their plans and procedures a mechanism to integrate with the Kodiak emergency response system described in this plan during regional emergencies.

The Kodiak Incident Management Team (IMT) exists as a support structure to supplement agency or facility-level response during incidents that exceed an agency or facility's ability to manage an emergency.

### **Direction and Control**

The ESC has the authority and responsibility for the direction and control of local resources during an emergency. On a day-to-day basis, this authority is delegated to City and Borough department heads, which have the power to establish control of an emergency through the Incident Command System and the position of Incident Commander.

The ESC with the ESD as its chair, will function as a Multi-Agency Coordinating Group and as such will provide policy-level direction to the Incident Commander and coordinate resources and support between state, federal and local agencies and jurisdictions and private organizations. The Emergency Services Director, who is identified by local ordinance as the City of Kodiak Manager, may assume the duties of Incident Commander if, in his/her judgment, emergency response will be enhanced by this action. Operational control of the emergency scene should remain with the lead department or agency.

A declaration of a disaster emergency by the ESC is required to access state and federal disaster assistance, and may expedite procurement of local resources and funding as well. The Kodiak Emergency Services Director has the legal authority under local (City and Borough) ordinance to recommend that the Emergency Services Council make a disaster declaration or, if the council cannot be immediately convened, to declare that a local disaster emergency exists, subject to confirmation by the council at the earliest practicable time.

The Kodiak Emergency Services Organization (ESO), which consists of local (City of Kodiak and Kodiak Island Borough) agency representatives, private companies and organizations, and local representatives of state and federal agencies, functions as a regional planning and preparedness body for emergency response in Kodiak. The Emergency Services Organization functions as the umbrella organization for the Local Emergency Planning Committee, and the Emergency Services Coordinator chairs the ESO. The Emergency Services Coordinator is identified by local ordinance as the City of Kodiak Fire Chief or designee. If the Emergency Services Director is unable to act due to absence or incapacitated, the Emergency Services Coordinator is the next person designated in the line of succession and as such will exercise the local disaster emergency declaration authority delegated to the Emergency Services Director.

### **Plan Activation**

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Emergency incidents occur frequently, but rarely with the scope and complexity that would require full implementation of this Emergency Operations Plan. This plan is applicable in those cases where:

- The emergency cannot be effectively managed using department policies and SOP and a local disaster emergency declaration is needed to access outside resources and funding, access additional local funding and/or expedite procurement of local response resources; or
- The emergency directly impacts more than one department's jurisdiction, and a coordinated response under the Kodiak Incident Management Team ICS structure is desirable or necessary; or

- Local resources, including resources available through mutual aid agreements, are overwhelmed and a local disaster emergency is declared under the terms and procedures described in this plan as set out by state law and local ordinance.

### **Levels of Activation**

Activation of the plan will be based on the following definitions and criteria:

#### **Level V Incident**

A level V incident can be handled with one or two single resources with up to six personnel. Command and general staff positions (other than the incident commander) are generally not activated and no written IAP is required.

#### **Level IV Incident**

A Level IV incident Command staff and general staff functions are activated only if needed and several resources are required to mitigate the incident, including a task force or strike team. The incident is usually limited to one operational period in the control phase.

#### **Level III Activation**

A Level III incident is one where departmental policies and standard operating procedures (SOP) can be used and the Emergency Operations Plan generally does not require implementation. Specific sections of the plan and/or individual Incident Management Team positions *may be* activated as requested by the Incident Commander.

#### **Level II Activation**

A Level II incident has special or unusual characteristics not readily managed by department policies and SOP, and/or requiring response by more than one department or agency, and/or which is beyond the capabilities of available resources (including mutual aid). A Level II incident will require partial or full implementation of this plan, including partial utilization of the Emergency Operations Center (EOC) and Incident Management Team (IMT). This will include using parts of the EOC as needed and the use of a "short team" (selectively activated ICS).

#### **Level I Activation**

A Level I incident requires the coordinated response of all levels of local government to save lives of a large portion of the population and/or to protect property and the environment. Such a disaster emergency may require the sheltering or relocation of the affected population. Under such conditions, this plan shall be fully implemented. A Level I incident requires full activation of the EOC and IMT. This will include using the entire EOC and a fully staffed ICS. The activation of a full Incident Management Team will include the complete Command Staff as well as the complete General Staff with supporting Incident Command System functions activated at the discretion of the Incident Commander and General Staff.

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### **Kodiak Emergency Management Organizations and Personnel**

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Government organization in time of disaster is essentially the same as under normal conditions. However, certain realignments are necessary to meet increased responsibilities promptly and adequately, and to include the assistance of public and private agencies dedicated to relief of disaster victims.

Organization for disaster response is structured so that necessary actions may be undertaken progressively, starting with the maximum utilization of local resources and supplemented, as necessary, by succeeding levels of support from agencies of the state and federal governments.

Emergency Services are defined as “the preparation for and the carrying out of all emergency functions, other than functions for which military forces are responsible, to prevent, minimize, and repair injury and damage resulting from disasters.” (KCC Chapter 2.32.020 (l); KIBC Chapter 2.41.020 (k)). In Kodiak, an Emergency Services Council and an Emergency Services Organization have been established to address local and regional emergency services. These organizations are chaired, respectively, by an Emergency Services Director and an Emergency Services Coordinator, each of whom has specifically delegated authorities and responsibilities as described in this section.

#### **Emergency Services Council**

The Kodiak Emergency Services Council (ESC) was created by local ordinance (KCC Ch. 2.32 and KIBC Ch. 2.41, revised October, 1998). The seven-member council consists of the City of Kodiak mayor and manager, the Kodiak Island Borough mayor and manager, the Commanding Officer of the United States Coast Guard ISC Kodiak, the Commanding Officer of the United States Coast Guard Air Station Kodiak, and the Alaska State Trooper “C” Detachment Kodiak Post Commander, or their designees. The Emergency Services Director (City of Kodiak Manager) is the designated Chairperson of the Emergency Services Council, and the Kodiak Island Borough Manager is the designated Vice Chairperson.

The Emergency Services Council has the following powers:

- To proclaim the existence of a local disaster;
- To adopt mutual aid plans and agreements necessary for the provision of coordinated emergency response plans;
- To approve regional emergency response plans (including the Kodiak Emergency Operations Plan) and significant revisions thereto; and
- To issue policy guidance to the Incident Commander/Unified Command during an incident where the Kodiak Incident Management Team is activated. The Council may provide input to the Incident Commander to be used in setting response objectives and incident priorities.

The ESC is responsible for reviewing and recommending for adoption by the City council and Borough assembly ordinances and resolutions necessary for the implementation of local disaster emergency response plans and agreements. The ESC may be convened by the Chairperson or, in his/her absence, the Vice Chairperson. Emergency Services Council meetings are conducted according to its adopted bylaws.

If the Emergency Services Council cannot be convened in a timely fashion, the Emergency Services Director has the authority to issue a local disaster proclamation, subject to confirmation by the Council at the earliest practicable time.

**Emergency Services Director**

The Kodiak Emergency Services Director (ESD) is the City Manager or designee. The ESD functions as the Chairperson of the Emergency Services Council (ESC) and also as the Chairperson of the Local Emergency Planning Committee, and is empowered to do the following:

- Request the ESC to proclaim the existence or threatened existence of a disaster and the termination thereof;
- If the ESC cannot be convened in a timely fashion and, in the opinion of the ESD, an immediate disaster declaration is needed, to issue such proclamation, subject to confirmation by the council at the earliest practicable time.
- Request the governor to proclaim a state of emergency when, in the opinion of the Director, the resources of the area or region are inadequate to cope with the disaster.
- Represent the ESC in all dealings with public or private agencies pertaining to emergency services and disaster.
- Represent the Local Emergency Planning Committee in all dealings with public or private agencies pertaining to emergency services and disaster.
- Serve as Incident Commander or Local On-Scene Coordinator in the Kodiak Incident Management Team when the size, scale or severity of an incident is such that other qualified Incident Commander personnel are not available or appropriate to fill the IC/LOSC position.
- Facilitate cooperation and coordination between agencies, divisions, services, and staffs in the Kodiak IMT and to resolve questions of authority and responsibility that may arise between them.
- Schedule drills and exercises in accordance with the schedules established in this plan, or more frequently if, in the director's opinion, additional drills are necessary to general emergency preparedness in the Kodiak region.

In the event of the proclamation of a disaster, or the proclamation of a state of emergency by the Governor, the Emergency Services Director is empowered to do the following:

- Make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such disaster. Such rules and regulations must be confirmed at the earliest practicable time by the Emergency Services Council.
- Obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of the life and property of the people, and bind the local government to provide compensation for the fair value thereof.
- Require emergency service of any City or Borough officer or employee and, in the event of the proclamation of a state of emergency by the governor, to command the aid of as many citizens as the director thinks necessary in the execution of the director's duties. Such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered emergency services volunteers.
- Requisition necessary personnel or material of any City or Borough or agency.
- Execute all special powers conferred by any statute or agreement approved by the City council or Borough assembly, or by any other lawful authority; to exercise all police power vested in the City and Borough by the constitution and general laws.

The City of Kodiak Fire Chief is the designated successor to the ESD and will assume all authorities, powers, and responsibilities ordinarily designated to the ESD if the director is unavailable or unable to fulfill these responsibilities during a disaster emergency.

Notably, the Fire Chief (or designee) has the authority to issue a local disaster declaration or to recommend issuance of a disaster declaration to the Emergency Services Council in the place of the Emergency Services Director. The City of Kodiak Fire Chief is among the personnel qualified to fill the position of Incident Commander in the Kodiak Incident Management Team, and the Fire Chief may serve as the Deputy Incident Commander when the Emergency Services Director assumes the IC position.

The Vice Chairperson of the Emergency Services Council shall assume only the power to convene the ESC in the Director's absence.

#### **Emergency Services Coordinator**

The position of Kodiak Emergency Services Coordinator is the assigned responsibility of the City Fire Chief or designee. The Emergency Services Coordinator organizes and leads quarterly Emergency Services Organization meetings, maintains all historical records associated with the ESO, and is responsible to ensure that all drills and exercises are performed as specified in this plan.

The Emergency Services Coordinator is empowered by ordinance to do the following:

- Control and direct the administrative efforts of the Emergency Services Organization for the accomplishment of the purposes of emergency services and disaster preparedness planning.
- Represent the Emergency Services Organization in all dealings with the public or private agencies pertaining to emergency services and disaster.
- Organize disaster emergency services response drills and exercises in accordance with the requirements identified in the Kodiak Emergency Operations Plan and in cooperation with the Emergency Services Director, and maintain accurate records of all such drills and exercises.

- Coordinate and oversee periodic emergency preparedness training for Kodiak Incident Management Team personnel, including ICS training.
- Organize quarterly scheduled meetings of the Emergency Services Council and call for additional meetings as needed.
- Coordinate and oversee routine updates to the Emergency Operations Plan.
- Maintain a log of all training, drills, and exercises of the EOP/IMT.

### **Kodiak Emergency Services Organization**

The Kodiak Emergency Services Organization (KESO) is a combination of the City of Kodiak personnel, Kodiak Island Borough personnel, representatives from other local, state, and federal government agencies, and volunteers from the public and from private organizations who are responsible for emergency planning and preparedness in the Kodiak region. The KESO operates under the direction of the Emergency Services Coordinator, and functions as the umbrella for the Local Emergency Planning Committee (LEPC). KESO members are among the qualified personnel identified in the Kodiak IMT qualified personnel roster.

### **Local Emergency Planning Committee**

The Kodiak Island Borough Local Emergency Planning Committee (LEPC) was established in 1994 and its official bylaws were adopted in June, 1995 in compliance with Title III of the Superfund Amendments and Reauthorization Act of 1986: the Emergency Planning and Community Right-to-Know Act. The Kodiak Island LEPC resides and formulates plans within the Kodiak Island Local Emergency Planning District (LEPD), which corresponds with the geographic boundaries of Kodiak Island Borough. The LEPC functions as a sub-committee of the Kodiak Island Emergency Services Organization to enhance regional emergency response planning and preparedness efforts.

The duties and activities of the LEPC are those set forth by Alaska Statute 26.23, which established the State Emergency Response Commission (SERC) in its implementation of the "Emergency Planning and Community Right-to-Know Act of 1986", enacted by the U.S. Congress. The LEPC cannot commit manpower or resources, but is mandated to prepare regional disaster emergency response plans.

The SERC appoints all members to the LEPC, which consists of a minimum of seven (7) seats representing each of the following categories:

- Elected officials;
- Law enforcement, firefighting, first aid, health;
- Broadcast or print media;
- Community groups;
- Owners and operators of applicable facilities;
- Representatives of emergency management;
- Members of the public that are not described in (1) through (6).

The Kodiak Island LEPC is currently composed of 15 members. Members serve two-year terms, which may be continued at the discretion of the Chair. Members may serve an unlimited number of terms.

The Kodiak Island LEPC has three officers: a Chair (Kodiak Emergency Services Director), a Vice-Chair, and a Secretary. The Vice-Chair and Secretary are elected by

the LEPC membership. The Chair may appoint and dissolve subcommittees composed of members of the LEPC and the community. Subcommittees study and report on matters relevant to the LEPC.

## **Plan Descriptions**

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### **Kodiak Emergency Operations Plan**

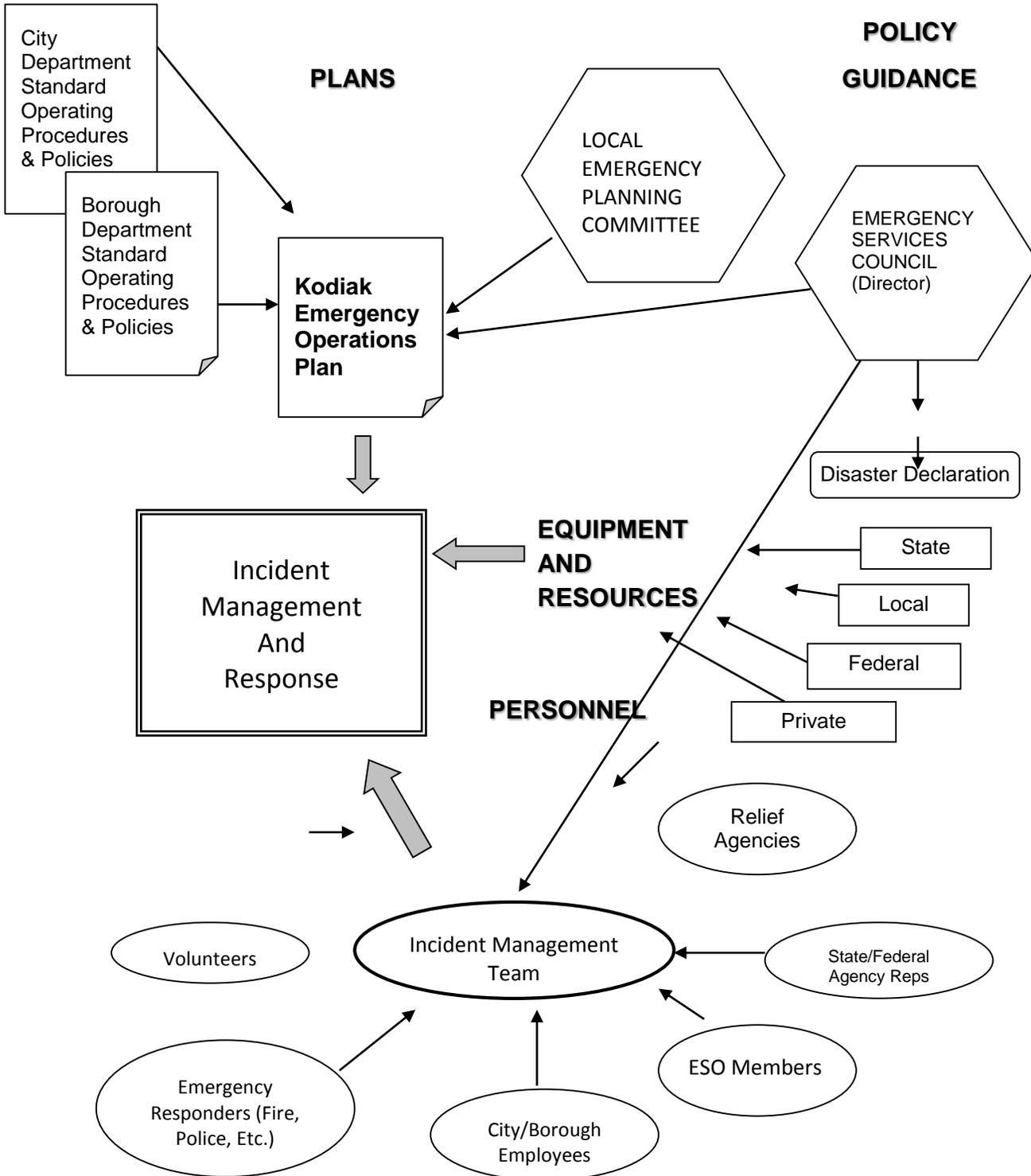
This plan outlines actions to be taken by the City of Kodiak, the Kodiak Island Borough and its other municipalities in cooperation with other State and Federal agencies and private organizations to respond to disasters. The plan consists of four parts and various supporting appendices/annexes. It is a single comprehensive plan that encompasses all hazards for the purposes of organizing and coordinating disaster emergency relief forces and disaster emergency operations in Kodiak.

The rural communities of Ouzinkie, Port Lions, Old Harbor, Akhiok, Larsen Bay, Chiniak, Karluk, Anton Larson Bay, and Pasagshak, and the remote settlements and canneries in the Kodiak region, which include Alitak Bay Cannery, Big Sandy Logging Camp, Ben Thomas Logging Camp, Port O'Brien Cannery, and Port Bailey Cannery, are each responsible for emergency preparedness planning and directing emergency/disaster operations within their respective communities. The Kodiak Emergency Services Council shall be advised of conditions in these communities, either through the Alaska State Trooper or the Kodiak Island Borough, and will become a support agency for these communities as appropriate. Local disaster response plans for these communities will be integrated into the Kodiak Emergency Operations Plan as individual community annexes as they are developed.

### **City and Borough Department and Agency Standard Operating Procedures (SOP)**

Standard Operating Procedures provide implementing procedures to respond to "normal" or "standard" incidents within a department of the City or Borough. The individual SOPs provide the framework for general operations and response by each department, and may also detail specific response procedures and actions. SOPs vary greatly in usage and are generally a checklist or set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness. Site specific SOPs identify names, locations, call lists and so forth for response within a specific facility or location, and individual agency or department SOPs provide personnel assignments, notification and call-out procedures, line of authority, special equipment use, etc., for incident responders.

**Kodiak Emergency Response Plans and Personnel**



### **Concept of Operations (CONOPS)**

A major disaster emergency requires a coordinated response involving all levels of government, community volunteers, and private industry. Basic responsibility for disaster emergency planning and response lies with individuals and heads of households. When individuals and families cannot respond effectively, it is the responsibility of government officials to protect life and property from the effects of hazardous events. Local government has the primary responsibility for emergency management activities. 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.

This plan is based upon the concept that emergency functions for various groups involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. It is generally true, however, that a disaster is a situation in which the usual way of doing things no longer suffices.

In large-scale disasters, however, it may be necessary to draw upon peoples' basic capacities and use them in areas of greatest need. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned.

Local community emergency responders and managers/department heads usually know the best ways to apply disaster emergency relief resources within their communities. State response organizations will coordinate their activities with the Kodiak Emergency Services Council through the Emergency Services Director so that State aid is rendered in the most helpful manner. Similarly, federal assistance is intended to be supportive of State and local efforts, not a substitute for them.

In keeping with the nationwide strategy of the all-hazards emergency management this plan is concerned with **all types** of emergencies that may develop. It also accounts for activities before, during, and after emergency operations.

#### **Emergency Response Ramp Up**

When a disaster emergency requires a coordinated response, the following tiered response flow, or ramp up, is implemented as required. 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. Depending on the incident, the ramp up may include only local resources or may expand to include all of the response tiers described below.

#### **First Responders**

The local emergency service first responders (i.e. fire, police) are dispatched to deal with the emergency. A local emergency official, usually the person-in-charge from the responding agency, assumes the role of Incident Commander and leads the response effort at the scene. The Incident Commander follows standard operating procedures, implements agency/department/organization emergency operations plan(s), communicates with the mayor/manager of the affected communities and requests additional assistance as appropriate.

#### **Local**

Depending upon the size, scale, and severity of the incident and the jurisdiction and capabilities of the first responders, the initial Incident Commander will contact Kodiak Police Dispatch and request additional support through an appropriate level of activation of the Kodiak Incident Management Team (Level III, II, or I) by the Emergency Services Director or designee. The Incident Commander position may then be assumed by a more qualified or higher-ranking individual from the responding agency, by an individual with more direct jurisdiction over the incident, or by the Emergency Services Director. For a Level II or I incident, select or full activation of the Incident Management Team (IMT) and Emergency Operations Center (EOC) will occur, and certain incident management functions will be shifted away from the scene to the EOC.

### **Private Sector**

The local private sector chief executive whose facility is impacted will implement its Emergency Response Plan, activates its Emergency Operations Center, declare a facility disaster emergency and communicate with the local community to request assistance. Depending upon the type of incident, the Kodiak IMT and EOC may be activated to support the response, and a Unified Command 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 Kodiak IMT and EOC may be selectively activated to support response operations.

### **State**

It is the intent of the Kodiak community to respond to disasters and other emergencies with local resources to the greatest degree practicable. When a disaster is of such severity and magnitude as to exceed the normal resources of the community, the ESC or the ESD may make a formal disaster declaration in order to make additional community resources available and to help expedite an appropriate and unified community response. Once a disaster declaration has been made, the local community may also request assistance from the Alaska Division of Homeland Security and Emergency Management (DHS&EM). The Director of DHS&EM will coordinate the disaster response activities of State agencies, including the coordination of federal, military, and independent agency assistance as required.

Upon declaration by the state of a "Disaster Emergency," the Governor assumes command of all the state's emergency services. The governor implements the State of Alaska Emergency Response Plan and activates the State Emergency Operations Center (SEOC), appoints a State Coordinating Officer, contacts the FEMA Regional Director and requests a Presidential Disaster Declaration for federal assistance as needed. The Alaska Division of Homeland Security and Emergency Management will determine the degree of state assistance to be provided and federal assistance to be requested.

The Kodiak IMT will continue to manage an incident, even after a state-level disaster declaration. The Kodiak Emergency Services Council will work with the State Coordinating Officer to integrate additional state and federal response personnel and resources into the existing incident management structure.

### **Federal**

When federal agencies and resources are added to the local response, the Alaska Division of Homeland Security and Emergency Management manages coordination between local governments and federal agencies. The Federal Emergency Management Agency (FEMA) is typically the lead federal agency in disaster emergencies. When FEMA becomes involved in a local disaster, the FEMA regional director will activate the Regional Operations Center and organize the Alaska Emergency Response Team and Federal Liaison Officer. The regional director will also alert the Region X Emergency Response Team and the Federal Coordinating Officer.

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 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 disaster field office. A Federal Coordinating Officer would normally be requested by FEMA or the State only if the disaster was widespread and catastrophic.

In a disaster not qualifying for a Presidential declaration, assistance may be available under the statutory authorities of individual federal agencies. The Emergency Services Council or ESD may request assistance from the appropriate agencies through the Alaska Division of Homeland Security and Emergency Management. The council or director may also directly contact the Commander of the Coast Guard ISC and/or Air Station, Kodiak and request personnel or equipment support to prevent loss of life, destruction of property or to mitigate human suffering.

With the addition of federal agency involvement and/or Presidential declaration of a disaster emergency, the Kodiak Incident Management Team will expand further to include more federal agencies, personnel, and resources. The Emergency Services Council will continue to act as a liaison with state and federal agencies and to work jointly with these officials to develop and ratify policy directions.

### **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. For example, actions taken to recover from a disaster may have effects on mitigation, preparedness, and response to future occurrences.

#### ***Mitigation***

Includes those actions taken to eliminate a hazard, or to reduce the potential for damage should a disaster emergency occur. Such actions include building codes, special identifications, and routing requirements for the movement of hazardous materials, land use, and zoning requirements.

#### ***Preparedness***

Includes actions taken to plan, equip, and train citizens and local government personnel to respond to emergencies arising from hazards that cannot be eliminated through mitigation. This may include preparation of Emergency Operations Plans and guidelines, and exercises to test them. It may also include training in evacuation procedures, home fire safety, and purchase of equipment and supplies needed to respond to the disaster emergency.

**Response**

Includes actions taken to save lives and protect property during a disaster emergency. This may include search and rescue, fire suppression, evacuation, emergency feeding and sheltering. It may also include such behind the scenes activities as activating disaster plans, and opening and staffing Emergency Operations Centers from which Incident Management Teams manage operations.

**Recovery**

Includes those processes required to return the jurisdiction to normal. This could include reconstruction of roads and public facilities, securing financial aid for disaster victims, and review and critique of response activities.

The responsibility for mitigation and preparedness is addressed in City and Borough codes, departmental standard operating procedures, and position descriptions. Response and recovery tasks are detailed in this Emergency Operations Plan.



**Distribution List**

The plan has been issued to key local, state, federal and military organizations. The detailed list is maintained by the ESD.

**Plan Review Cycle**

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

- Within one month 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 or Borough resources, departments, form of government, agency structure or other such event which would impact emergency services in Kodiak.
- At least once per year.

The Emergency Services Council, based on input from the Emergency Services Director, Emergency Services Coordinator, City and Borough department directors, the Local Emergency Planning Committee, Emergency Services Organization, and other personnel as necessary, determines if changes to the Plan are necessary.

The Emergency Services Coordinator is responsible to ensure that revisions are made and incorporated into all copies of the Plan.

**Training, Drills and Exercises**

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

City and Borough departments, various agencies and organizations, and the Local Emergency Planning Committee will work with the Emergency Services Director and the Emergency Services Coordinator to develop and coordinate the delivery of ongoing disaster training and educational programs. They will also develop and implement annual exercises of this Emergency Operations Plan. The Emergency Services Director shall use state funding provided by the SERC and federal funding available through FEMA to support and finance these annual exercises. As necessary, the LEPC shall solicit additional funding to support regular training exercises for local response personnel, including, but not limited to ICS training for all EOC personnel.

**Training Schedule and Records**

Members of the Kodiak Incident Management Team and the Emergency Response Organizations described in Volume 1, Section 1 of this plan participate in periodic training relevant to their community emergency response roles. It is the responsibility of each Incident Management Team (IMT) member to ensure that his/her level of training is appropriate to his or her designated position.

The Emergency Services Coordinator and the Community Development Department staff are responsible for ensuring that IMT members are made aware of potential training opportunities.

### Drills and Exercises

Drills and exercises shall be held, at a minimum, with the frequencies described below. Additional drills and exercises shall be scheduled as necessary. The Emergency Services Coordinator is responsible to ensure that all drills and exercises are scheduled and carried out as specified in this plan, or as directed by the Emergency Services Director.

Type of Drill or Exercise	Frequency	Participation
IMT Call Out	Monthly (unannounced)	Kodiak Police Dispatch and all agencies/departments included in notification/call out for level III incident. Exercise will be used to test accuracy of phone list. ESD will revise call out list as necessary, with assistance from ESC and KIB CDD.
EOC Mobilization	Quarterly (unannounced)	Same as Call Out Drill. At the direction of the ESD, KPD will instruct IMT personnel to report to the EOC to test set-up and communications readiness. Alternate EOC sites should also be tested during these drills.
Tabletop Disaster Drill With Selective Mobilization	Annually (announced)	All departments/agencies with a role in Incident Command for Level III activation. City/Borough departments will be selectively mobilized to test evacuation procedures, emergency communications, etc.

## **SECTION 3: GEOGRAPHIC AND DEMOGRAPHIC CHARACTERISTICS**

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### ***Location, Geography and Demographics***

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The Kodiak Local Emergency Planning District boundaries are identical to those of the Kodiak Island Borough municipality and encompass the Kodiak Island archipelago, extending from the Barren Islands on the north to Chirikof Island and the Semidi Island group on the south, and the coastal area watershed draining into the Shelikof Strait along the east side of the Alaska Peninsula from Cape Douglas to Cape Kiokak. The Kodiak archipelago and west side of Shelikof Strait within the Kodiak Island Borough is approximately 100 miles wide and 250 miles long. According to 1989 Department of Community and Regional Affairs certification information, the Kodiak Island Borough includes a total of 21,908 square miles (land and water area).

At 3,588 square miles, Kodiak Island is the largest island in the archipelago, and is the second largest island in the United States. Kodiak is located approximately 250 miles southwest of Anchorage. The population of Kodiak Island Borough is approximately 14,200 (1997 census), with the largest concentration of people living in the City of Kodiak (pop. 6,800) and service area (populated area immediately north of the City of Kodiak boundaries-- pop. 3,000), the U.S. Coast Guard Base (pop. 1,800), and Women's Bay (pop. 670). The remainder of the Kodiak Island Borough population resides in rural communities, seasonal fishing and logging camps, or other remote settlements, most of which are not accessible from the Kodiak urban road system.

Kodiak has a maritime climate characterized by cool summers and mild winters. Average annual precipitation is 54.5 inches, with considerable ranges in precipitation amounts throughout the region. Kodiak has seasonal mean temperature fluctuations from a low of 14 degrees Fahrenheit in winter to a high of 76 degrees in summer.

### ***Government***

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The City of Kodiak was incorporated in 1940 as a first class City with a City Manager/City Council form of government. Elected by Kodiak voters, the Mayor and six-member council are the governing body deciding all matters of City policy, approve new ordinances, and determine funding for all programs and services through the adoption of the City's annual budget. The City Council appoints the City Manager.

The Kodiak Island Borough was incorporated in 1963, and until 1998, was governed by a Mayor/Assembly form of government. In October 1998, the Borough reverted to a Manager/Assembly form of government, similar to that of the City of Kodiak.

The U.S. Coast Guard maintains a large base on Kodiak Island, seven miles south of the City of Kodiak municipal boundary, supporting approximately 1,800 military personnel and their families. The Coast Guard Integrated Support Command Kodiak (ISC) maintains its own police and fire departments and has a warning siren system, which differs from that used by Kodiak Emergency Services. The ISC Kodiak has contract personnel with Level A hazardous materials response capabilities as well as oil spill response personnel, equipment, and a medical clinic and staff. While these resources are maintained primarily to support U.S. Coast Guard personnel in Kodiak, they may be available, through mutual aid agreements or similar arrangements, to supplement City and Borough resources during a major emergency.

### ***Transportation***

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Kodiak is accessible to the rest of the State of Alaska by air and sea only. Road access around the City of Kodiak urban area is provided by state, Borough service district, and local roads. Kodiak is served by daily commercial flights from Anchorage on Alaska Airlines and Era Aviation. Island Air and Penn Air provide charter and scheduled flights between Kodiak and the remote communities and facilities in the Kodiak region and the Alaska Peninsula, as well as between Kodiak and other Alaska communities, including Anchorage. The airport is serviced by three separate runways, the longest of which is 7,500 feet in length and capable of accommodating jet aircraft, C-130s, and C-5s.

The Port of Kodiak supports a large commercial fishing fleet and is a port on the Alaska Marine Highway System. The Port of Kodiak is open year-round to accommodate a variety of marine transportation services, including general cargo and containerships, commercial fishing vessels, tank vessels, freight vessels, and cruise ships. Kodiak harbor serves independent commercial sport fishers as well as recreational users.

The harbor is home to several enforcement and research vessels operated by the National Park Service, Alaska Department of Fish and Game, Alaska State Troopers, and the U.S. Fish and Wildlife Service (Kodiak National Wildlife Refuge). The large fleet of commercial fishing vessels may be available to perform contract services such as oil spill response. The Kodiak Harbor Office has several smaller vessels available for various functions.

The ISC Kodiak is homeport for three Coast Guard cutters: one 283-foot and one 230-foot medium endurance cutter and one 225-foot buoy tender. The Coast Guard also maintains numerous smaller boats & skiffs.

The Coast Guard Air Station supports approximately five C-130 aircraft and nine helicopters, which have been used in the past to support search and rescue missions conducted by the Alaska State Troopers. There are numerous small charter airlines operating at the Kodiak municipal airport and Trident Basin and Lilly Lake float plane airports. These aircraft may be contracted individually, and many are also available through the Civil Air Patrol.

### ***Medical Support Services***

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Medical facilities in the City of Kodiak urban area include Providence Kodiak Island Medical Center, providing acute and long-term care with specialized rooms for surgery, obstetrics/birthing, emergency, and outpatient care. The Kodiak Area Native Association and USCG ISC Kodiak each have medical facilities, which are generally only available to Alaska natives and military personnel, respectively. In a major emergency, however, these clinics may be able to supplement other Kodiak medical services. There are also a few small, private medical clinics and private practices in Kodiak. Private health care practitioners in Kodiak provide the following services, among others; mental health, family physicians, pharmacies, dentists, optometrists, chiropractors, surgeons, alcoholism/drug abuse, and others. The Kodiak Community Health Clinic nurses physicians and one surgeon are also located in Kodiak.

### ***Public Utilities***

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Pillar Creek Reservoir and Monashka Reservoir provide water, which is distributed by pipe throughout the service area by the City of Kodiak. The Coast Guard base draws its water from the Buskin Lake Reservoir. Piped sewage is processed at the wastewater treatment plant (secondary treatment), which is operated by the City. The Borough

contracts for garbage collection services, and the Borough-owned landfill is located north of the City of Kodiak at Monashka Bay. Kodiak Electric Association, a cooperative utility, operates and purchases power from the state-owned Terror Lake Hydroelectric Facility. It also operates a Coast Guard-owned cogeneration plant, and owns three additional diesel-powered plants at Swampy Acres, Kodiak, and Port Lions. The USCG base operates both a wastewater and a water treatment plant.

### ***Overview of Risk Factors and Disaster History in Kodiak***

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Kodiak is located within the Pacific Rim belt of seismic and volcanic activity. All of the City of Kodiak lies within seismic risk zone 4. This means that it is susceptible to earthquakes of Richter magnitude 6.0 to 8.8, in which major structural damage could occur. The 1964 earthquake (magnitude 9.2 on the moment magnitude scale) and the resultant tsunami virtually leveled the downtown area, destroying the fishing fleet, processing plants, canneries, and 158 homes.

Kodiak is susceptible to volcanic activity from the chain of andesitic volcanoes on the Alaska Peninsula. These volcanoes, which include Augustine, Iliamna, Redoubt, and Spur, have been active within the past twenty years or less. Volcanic activity can range from minor steam plumes to ash plumes to pyroclastic flows.

Landslides also threaten populated areas of Kodiak, and a 1991 mudslide in the City of Kodiak resulted in the displacement of several households. To a lesser degree, both coastal erosion and flooding threaten homes and roadways in coastal areas around Kodiak. Both wild land fires and structural fires occur in Kodiak, and serious structural and environmental degradation, as well as human health risks, may occur. Kodiak experiences frequent stormy weather, with occasional high winds gusting to as much as 70 or 80 mph or higher. High winds and/or heavy rainfall or snows have the potential to cause structural damage to homes or power lines and to cause road closures and traffic accidents. Bad weather can also preclude air and vessel traffic in and out of Kodiak, which could lead to temporary shortages in certain amenities.

The inshore waters and coastline of Kodiak are vulnerable to the introduction of petroleum products, oil, or hazardous chemicals from a variety of sources. Marine vessel fuel, jet fuel, lubricants, toxic chemicals, crude oil, and other petroleum products are transported through Kodiak by vessel and aircraft. Refined fuels and several hazardous chemicals, including ammonia and chlorine, are stored in facilities throughout the island in varying quantities. Pollution risks in Kodiak include oil and hazardous materials spills of all sizes as well as chronic leaks or low volume inputs.

Commercial air traffic in and out of Kodiak consists of an average of 4-5 flights per day, and there are many smaller aircraft, both commercial and private, that operate in and around Kodiak. Therefore, the possibility exists for a plane crash or midair collision to occur. The State Airport maintains its own emergency operations plan for transportation disasters, but an airplane disaster could have broader ranging community impacts, including the obvious psychological trauma, the possible need for acute medical care and/or sheltering of survivors, and the community impacts caused by a disruption in air traffic to and from the airport.

Cruise ships sporadically visit Kodiak, and in the summer of 1998 there were ten local visits by a cruise ship which carried upwards of 600 passengers and crew on board. Such cruise ship visits may increase the risk of marine transportation accidents or emergencies.

In the fall of 1998, the Alaska Aerospace Development Corporation completed construction of a Rocket Launch Facility at Narrow Cape on Kodiak Island. While the Rocket Launch Facility is located at some distance from the Kodiak urban area, the periodic launching of rockets and satellites from that location also presents certain risks to the local population and environment, including damages caused by explosion, fire, and falling debris. There is also the added risk of a transportation accident involving the airplanes, trucks, and vessels used to transport the rocket and satellite components and fuel to the Narrow Cape facility. The Rocket Launch Facility operates under an emergency response plan that would be integrated with the EOP in the event of an incident.

The September 11, 2001 terrorist attacks against the United States demonstrated that this country is susceptible to terrorist acts, including the use of weapons of mass destruction. While Kodiak's remote location makes it a somewhat less likely target than other locations nationwide, the potential consequences of terrorism to the population and infrastructure are significant.

Because the range of possible emergencies Kodiak faces is so broad, this plan has been designed to be general enough to be useful in a variety of situations.

### ***Kodiak Region Maps***

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Appendix B contain maps of the Kodiak region, including the Kodiak urban area and road system communities that are part of the local disaster response organizations and policies described in this plan. They include:

Maps of the six outlying cities/villages in Kodiak are not included herein because each of these communities has developed their own community disaster response plan with appropriate maps.

## SECTION 4: HAZARD INFORMATION AND ASSESSMENT

### Introduction

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

The Emergency Operations Plans utilizes the current Kodiak Hazard Mitigation Plan dated 2013 to identify and analyze the hazards and threats to the region.

### Summary of Kodiak Hazard Analyses

<i>Hazard</i>	<i>History</i>	<i>Vulnerability</i>	<i>Max. Threat</i>	<i>Probability</i>	<i>Overall Risk</i>
<b>Earthquake</b>	High	High	High	High	HIGH
<b>Tsunami</b>	Mod.	High	High	High	HIGH
<b>Volcano</b>	High	High	High	Mod.	HIGH
<b>Hazmat</b>	Mod.	Mod.	High	High	MOD/HIGH
<b>Landslide</b>	High	Mod.	Mod.	High	MOD/HIGH
<b>Terrorism/ WMD</b>	Low	High	High	Low	MODERATE
<b>Fire</b>	Mod.	Mod.	Mod.	High	MODERATE
<b>Weather</b>	Mod.	High	Mod.	Mod.	MODERATE
<b>Flood</b>	Mod.	Mod.	Mod.	Mod.	MODERATE
<b>Coastal Erosion</b>	High	Low	Mod.	Mod.	MODERATE
<b>Transportation Accident</b>	Low	Low	Low	Mod.	LOW
<b>Avalanche</b>	Mod.	Low	Low	Low	LOW

***Appendix A: Hazard Assessment Information***

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For detailed hazard assessment information see the Kodiak Island Borough Hazard Mitigation Plan. This EOP utilizes the Mitigation Plan for detailed analysis of current hazards and threats facing the region.

**Appendix B: Kodiak Area Maps**

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