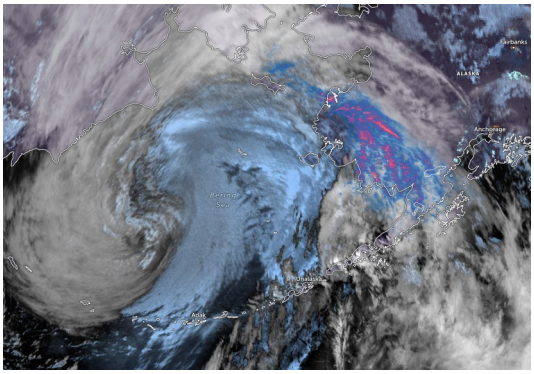
CITY OF
Saint Paul
ALASKA

EMERGENCY OPERATIONS PLAN

January 2025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RECORD OF CHANGES

Date	Revision No.	Annex/Guideline/Procedure	Section/Page

RECORD OF DISTRIBUTION

Date	Name & Title	Organization
	Phillip Zavadil, City Manager	City of Saint Paul
	Jacob Merculief, Mayor	City of Saint Paul
	Aubrey Wegeleben, City Clerk	City of Saint Paul
	Phillip Zavadil, Fire Chief	City of Saint Paul
	John Wayne Melovidov, President	Aleut Community of Saint Paul
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SECTION 1: BASIC PLAN

INTRODUCTION

PURPOSE

This Emergency Operations Plan (EOP) is a document that outlines strategies, protocols, and resources to be used in response to emergencies. It applies to both the community and the jurisdiction of Saint Paul Island and is designed to provide general information about how the City of Saint Paul, Alaska (City) will prepare for, respond to, and recover from large-scale incidents. All actions items, roles and responsibilities, agency operations, and functions are assumed to be performed as effectively as possible given austere operational conditions in Alaska. Agencies, organizations, and departments are assumed to perform in good faith within their constrained and limited operational capabilities.

This EOP applies to both the jurisdiction and the community in the following ways:

- For the Jurisdiction: The EOP is more specific to the legal responsibilities of the City, including government agencies, law enforcement, fire services, public health, and other critical infrastructure. It outlines the roles, responsibilities, and actions that government agencies will take during an emergency, including command and coordination structures, evacuation plans, and emergency response teams. It ensures that the jurisdiction meets legal obligations to provide safety, resources, and services to residents during disasters or emergencies, while coordinating with state agencies and federal authorities if needed.
- For the Entire Community: The EOP focuses on the needs of all community members, including residents, businesses, school, medical clinic, and other stakeholders, recognizing the interconnectedness of all these groups. It addresses community resilience, ensuring that individuals, organizations, and systems can collaborate in preparedness, response, and recovery efforts. It aims to foster a community-wide culture of preparedness and considers vulnerable populations, such as people with disabilities, the elderly, and others who may need special attention during an emergency.

The EOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines, including the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101 version 3.0. It is intended to be used in conjunction with applicable local emergency operations plans and the State of Alaska Emergency Operations Plan. It is designed to conform to the requirements of the National Incident Management System (NIMS). Following NIMS guidance, this EOP incorporates the use of the Incident Command System (ICS), mutual aid, and multi-agency and interagency coordination. It is designed to be read, understood, and tested before an incident.

The EOP is divided into four parts.

Section 1: Basic Plan. The Basic Plan identifies incident response policies, describes the response organization, and assigns tasks. In addition, the EOP:

- Identifies individual roles and responsibilities.
- Describes the concept of emergency operations and the overall operational approach to incident response.

- Describes how the MOA integrates into the NIMS and the National Response Framework (NRF).
- Serves as an operational plan as well as a reference document and may be used for pre-incident planning as well as emergency operations.
- Will be utilized in coordination with applicable local, state, and federal contingency plans.
- Identifies the components of the MOA and establishes associated protocols required to effectively respond to, manage, and recover from major emergencies and disasters.
- Establishes the operational organization that will be relied upon to respond to an incident.
- Includes a list of tasks to be performed by position and organization.
- Describes the structure for all direction, control, and coordination activities.
- Describes essential information common to all operations identified during the planning process.
- Addresses policies on keeping financial records, tracking needs, use of resources, and sources.
- Discusses the overall approach to plan development and maintenance responsibilities.
- Provides the legal basis for emergency operations and activities in listing authorities and references.

Section 2: Functional Annexes. Annexes focus on the operational functions that are critical to a successful response and define who is responsible for carrying them out. They describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during, and after an incident or event. The annexes also identify the City's existing capacity to carry out functions and establish preparedness targets to support the jurisdiction in maintaining or augmenting the identified level of response capacity.

Section 3: Hazard-Specific Appendices. The Hazard-Specific Appendices are provided in alignment with the City's Local Hazard Mitigation Plan, listing eight of the nine hazards in alphabetical order. Climate Change is a hazard and threat identified in the LHMP; however, as Climate Change is a constantly evolving pattern and not a single incident, it does not have an operational response. Hazard-specific appendices focus on preventative, protective, and recovery actions taken in response to a specific hazard, including but not limited to identifying hazard-specific risk areas and evacuation routes, specifying protocols for notification and warning the public, and disseminating emergency public information.

Section 4: Support Documents. This includes documents that support the other three sections.

SCOPE

This EOP is focused on the official responsibilities of the city as local government but is a more inclusive plan that covers everyone in the community. The policies, procedures, and provisions of the EOP apply to all agencies and individuals, public and private, having responsibilities for emergency preparedness, prevention, response, recovery, and mitigation on Saint Paul Island, Alaska.

- "City of Saint Paul" and "City" refer to the official governing body that has legal and administrative control over a defined geographical area. It has the authority to enact laws, provide services, and coordinate emergency responses within its boundaries. It also refers to the physical location, boundaries, and space described as Saint Paul Island, Alaska. The entire

territory, including a three nautical mile perimeter surrounding Saint Paul Island, is certified as the jurisdictional boundaries of the City of Saint Paul.

- "Incident" refers to any incident that exceeds the normal response operations of emergency officials and which requires additional support and coordination. This includes emergencies, disasters, crises, and catastrophic disasters.

The intended audience for the EOP consists of City departments, elected officials, response agencies, tribal government, tribal corporations, non-profit organizations, and the private sector. This EOP is also a reference for partners from other jurisdictions, state and federal agencies, and interested members of the public. It is intended as an overview of emergency management preparedness, response, and recovery activities as carried out by the City.

As an operational plan, the EOP does not cover response tactics. Tactics are described within the threat-specific plans and procedures that guide detailed response activities created and maintained by the relevant agencies. These documents are cited within the text and are listed in the references section. During the use of this and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

The EOP may be activated in response to any extraordinary situation associated with any hazard, natural or human-caused, which may affect the City, and which generates situations requiring planned, coordinated responses by multiple agencies or jurisdictions. It may also be activated to oversee large-scale public events which may benefit from the organization and coordination provided by its structure.

PLANNING ASSUMPTIONS

The EOP was developed with the following assumptions:

- Everyone within the City deserves appropriate care and consideration in emergency situations, regardless of their situation or demographic.
- Access to emergency services shall not be denied on the basis of race, color, national origin, religion, sex, sexual orientation, gender, age, or disability. The needs of special populations shall be identified and planned for as directed by policymakers and according to federal regulations.
- Incidents will vary in form, scope, and intensity, from an area in which the devastation is isolated and limited, to one that is wide-ranging and extremely devastating. For this reason, planning efforts shall be conducted in a way that allows response to be flexible and scalable.
- Effective prediction and warning systems have been established that make it possible to anticipate some incidents that may occur throughout the jurisdiction or the general area beyond the jurisdiction's boundaries.
- Officials will respond to all incidents under the assumption that the situation is urgent, and time is of the essence.
- An incident will require a prompt and effective response and recovery operations using resources from City departments, community organizations, tribal government and corporations, disaster relief agencies, volunteer organizations, and the private sector.
- When an incident occurs, all City departments will put their respective emergency operations plans and standard operating procedures (SOPs) into limited or full activation as necessary, integrating those plans and procedures with the actions described in the EOP.

- Essential City services will be maintained for as long as conditions permit and will be restored as quickly as possible.
- The City's intention is to be able to respond effectively in a standalone capacity; but also, to build strong regional and state partnerships to support an integrated effort, if necessary.
- Some incidents may be of such magnitude and severity that outside assistance is required.
- When locally available resources are insufficient to respond to and/or recover from the incident, the City will request assistance from the State of Alaska.
- Mutual aid, state, and federal assistance, when provided, will supplement, not supplant, the relief provided by the City.
- Outside assistance, especially federal assistance, may take days or weeks to arrive due to the location of Saint Paul Island and the potential for regional impacts. Considering this assumption, assistance will be requested as soon as the need for it is anticipated.
- Planning will make use of and integrate with regional, state, and federal response and recovery plans, protocols, and frameworks, including but not limited to compliance with ICS, NIMS, and NRF, to ensure efficient operational integration.
- Due to the reasons listed above, it is in the best interest of the City and its citizens to build a culture of preparedness; to integrate emergency management considerations into all government planning processes, to build strong partnerships, and to promote individual readiness throughout the community.

SITUATION OVERVIEW

The development of the EOP is based on the Hazards and Threats Vulnerability Assessment completed in September of 2020, as well as the Local Hazards Mitigation Plan (LHMP) completed in October 2022. The table below provides a summary of the Hazards and Threats Vulnerability Assessment. The LHMP, updated every five years, provides a comprehensive overview of Saint Paul Island and identifies natural disaster risks and vulnerabilities that are common in the area. The LHMP describes short and long-term strategies for protecting people and property from similar events. The LHMP available on the City's website at https://stpaulak.com/wp-content/uploads/2023/09/SaintPaul_LHMP_Final-10.2022.pdf

Saint Paul Island, Alaska Hazards/Threats Vulnerability Assessment *September 9, 2020*									
Hazard/Threat	**Frequency of Occurrence**		**Potential Magnitude**		**Preparedness**		**Warning**		**Risk**
	Past Occurrence	**Projected Occurrence**	**Impact to Residents**	**Impact to Responders**	**Pre-paredness**	**Availability of Resources**	**Onset**	**Existing Warning Systems**	
Natural									
Disease Outbreak	6	3	2	2	1	1	1	1	**2.13**
Earthquake	6	3	2	2	3	3	4	3	**3.25**
Epidemic	3	4	3	2	2	2	4	2	**2.75**
Flood	2	2	4	3	3	3	2	1	**2.50**
Tsunami	1	1	4	4	3	3	4	3	**2.88**
Volcanic Eruption	1	1	4	4	3	3	4	3	**2.88**
Winter Storm	6	4	4	4	3	2	1	1	**3.13**
Erosion	6	4	4	4	3	3	4	3	**3.88**
Contamination of Food Supply	1	3	4	1	2	3	4	1	**2.38**
Technological									
Airplane Crash	6	3	4	3	3	2	4	1	**3.25**
Dock Failure	1	1	4	3	3	2	1	1	**2.00**
Breakwater Failure	1	1	4	2	3	2	1	1	**1.88**
HazMat (Facility)	6	3	4	3	3	4	4	1	**3.50**
HazMat (Community)	3	3	4	2	3	2	4	1	**2.75**
Power Failure	6	4	4	2	2	2	4	1	**3.13**
Complete Loss of Communications	1	2	4	1	3	1	4	1	**2.13**
Interuption of Supply Chain	6	6	4	1	3	3	1	1	**3.13**
Man-Made									
Protest / Civil Unrest	3	3	2	2	3	3	1	1	**2.25**
Missing/Lost Person	6	4	1	2	2	2	4	1	**2.75**
Terrorist Acts	1	1	1	1	3	2	4	1	**1.75**
School Violence	4	2	4	2	3	2	4	1	**2.75**
Multiple Structure Fire	1	2	3	3	3	1	4	1	**2.25**
Large Industrial Fire	6	3	4	4	3	2	4	1	**3.38**
Wildfire	6	3	3	3	3	2	4	1	**3.13**
Planned Events									
Annual Meetings	6	3	1	1	1	1	1	1	**1.88**
School Fundrasising Events	6	3	1	1	1	1	1	1	**1.88**
Health Fairs	6	3	1	1	1	1	1	1	**1.88**
June-July	6	3	1	1	1	1	1	1	**1.88**
Labor Day BBQ	6	3	1	1	1	1	1	1	**1.88**
Christmas Program	6	3	1	1	1	1	1	1	**1.88**
Graduations	6	3	1	1	1	1	1	1	**1.88**
Dances	6	3	1	1	1	1	1	1	**1.88**

CONCEPT OF OPERATIONS

OPERATIONAL PRIORITIES

During response and recovery, the City's activities are focused on standard operational priorities. Actions taken during a response will be prioritized based on the following:

- Protect human life, property, and the environment.
- Meet the immediate needs of survivors (including rescue, medical care, behavioral health, food, shelter, and clothing).

- Maintain the continuity and sustainment of essential government operations.
- Maintain and restore critical infrastructure operations, whether public or private, that provide lifeline services.
- Provide clear and timely emergency public information to reduce public fear and provide clear direction that mitigates additional impacts.
- Restore normal operations and assist with recovery (including support of the short-term rehabilitation needs of the public including the provision of temporary housing, food, and employment).
- Preserve local culture and the heritage of diverse populations.

CONTINUITY OF GOVERNMENT

Routine/Normal Operations: During routine or normal operations, emergency management activities in the City are governed by the City Code of Ordinances, Title 8, Public Safety, Chapter 8.10 Emergency Preparedness and Emergency Management (CCO 8.10). Authority and responsibility for the emergency management organization are delegated to the City Manager by the Mayor through CCO 8.10.

The City Manager is the chief executive officer of the City government and is responsible for executing the policies set by the City Council and administering the government of the City. The City Manager is hired by and works directly for the City Council. The City Manager has direct supervisory responsibility of all department heads and overall responsibility for all City personnel and functions. The City Manager also prepares the annual budget, submits it to the City Council, and administers it after council approval. Additionally, the City Manager is responsible for emergency preparedness and services and provides the direction, professional management and general administration of emergency preparedness and services.

Emergency/Disaster Operations: This Continuity of Government procedure is designed to ensure that essential government functions can continue in the event of a major disaster, attack, or other catastrophic event that disrupts normal operations.

During such times when normal operations are disrupted by any incident, the City must prioritize its resources and focus its efforts on those functions that are considered essential. Essential functions would be considered those functions that must be performed during an incident or are mission essential. These Mission Essential Functions are a subset of all functions of municipal government and can be characterized as the critical activities and services that must continue uninterrupted or resumed rapidly after a disruption.

The identified Mission Essential Functions are as follows:

- Maintain continuity of government and exercise civil authority.
- Maintain law and order and provide for public safety and health.
- Ensure the availability of emergency services.
- Sustain the economic base.
- Provide support for critical services.

ORDER OF SUCCESSION

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

In support of the City's efforts to respond to emergencies and/or disasters, and to assure the continued operation of government during such events, provisions are included within this plan to address the succession of authority during the City Manager's absence or unavailability, and the appointment of temporary interim successors to elected offices. The Order of Succession refers specifically to the hierarchy of individuals who are designated to assume leadership roles in the event that the current leadership is incapacitated, unavailable, or otherwise unable to fulfill their duties. The following line of succession is specifically for persons with the power to declare a state of emergency and issue directives and prohibitions during a state of emergency should the Mayor be unavailable:

1. Vice Mayor
2. Most senior council member, with seniority determined by including all years served on the city council, regardless of whether there was a gap in years served on the council.

In the event the Mayor and entire city council is not available due to injury or absence, the line of succession with emergency powers shall be as follows:

1. City Manager
2. City Clerk
3. Finance Director

NATIONAL INCIDENT MANAGEMENT SYSTEM

The National Incident Management System (NIMS) guides all levels of government, non-governmental organizations, and the private sector to work together to prevent, protect against, mitigate against, respond to, and recover from incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS defines operational systems, including Incident Command System (ICS) and Emergency Operations Center (EOC) structures that guide how personnel work together during incidents. NIMS applies to all incidents, from traffic accidents to major disasters.

NIMS is guided by the following principles:

- **Flexibility:** NIMS components are adaptable to any situation, from planned special events to routine local incidents to incidents involving interstate mutual aid or federal assistance. Some incidents need multiagency, multijurisdictional, and/or multidisciplinary coordination. Flexibility allows NIMS to be scalable and, therefore, applicable for incidents that vary widely in terms of hazard, geography, demographics, climate, cultural, and organizational authorities.
- **Standardization:** Standardization is essential to interoperability among multiple organizations in incident response. NIMS defines standard organizational structures that improve integration and connectivity among jurisdictions and organizations. NIMS defines standard practices that allow incident personnel to work together effectively and foster cohesion among the various

organizations involved. NIMS also includes common terminology, which enables effective communication.

- **Unity of Effort:** Unity of effort means coordinating activities among various organizations to achieve common objectives. Unity of effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their own authorities.

COMMAND AND COORDINATION

The City responds to incidents using the ICS, a primary component of the NIMS. This standardized incident management concept allows responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries. ICS is based on a flexible, scalable response organization. This organization provides a common framework within which people can work together effectively. Because response personnel may be drawn from multiple agencies that do not routinely work together, the ICS is designed to establish standard response and operational procedures. This reduces the potential for miscommunication and coordination problems during incident response.

The primary tenets of ICS/NIMS reflected in the City's response include:

- The on-scene incident commander is responsible for the command and control of specific activities at the incident site and the Incident Command Post (ICP).
- The City's EOC is the primary location from which the City provides support and coordination during a large or complex incident to ICPs.
- The City and local organizations will provide resources to assist in emergency preparedness, response, and recovery operations.
- Businesses and other organizations may assist in emergency preparedness, response, and recovery operations.
- In an incident exceeds the resources and/or capability of the City, the City can request the governor authorize the use of the resources of the State of Alaska Government.
- If the incident is of such magnitude that federal assistance is approved, the federal agencies will operate in support of state and local jurisdictions.

Additional information about the NIMS, including the use of the ICS, EOCs, Policy Groups and Joint Information Centers, can be found in *FEMA's National Incident Command System* guidance document.

EMERGENCY MANAGEMENT MISSION AREAS

The City recognizes that incidents are cyclical events that are recurrent in nature. There are five acknowledged mission areas of emergency management, and at any given moment the community will be operating in one or more of these areas.

Prevention. Prevention includes core capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Unlike other mission areas which are all-hazards by design, prevention-related activities are focused on terrorist threats.

Protection. Protection includes core capabilities to safeguard the homeland against acts of terrorism and human-caused or natural disasters.

Mitigation. Mitigation is an effort to reduce or eliminate the long-term risks to life, property, and wellbeing of community members. Mitigation focuses on the premise that individuals, the private sector, communities, critical infrastructure, and the Nation are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

Response. Response includes the core capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the City is able to effectively respond to any threat or hazard, including those with cascading effects, with an emphasis on saving and sustaining lives and stabilizing the incident, as well as rapidly meeting basic human needs, restoring basic services and community functionality, establishing a safe and secure environment, and supporting the transition to recovery.

Recovery. During recovery, restoration efforts occur concurrently with regular operations and activities. The recovery period from an incident can be prolonged. Recovery encompasses timely restoration, strengthening, and revitalization of the infrastructure; housing; a sustainable economy; and the health, social, cultural, historic, and environmental fabric of a given communities affected by a catastrophic incident.

LOCAL EMERGENCY PROCLAMATION AND REQUEST FOR DISASTER ASSISTANCE

The effect of a proclamation of a local disaster emergency is to activate the response and recovery aspects of all applicable local or inter-jurisdictional incident plans and to authorize the furnishing of aid and assistance under those plans (AS 26.23.020(e)).

Definition of Local Emergency: A local emergency is broadly defined as "any natural disaster or manmade disaster, within the City or immediately threatening the City, resulting in the death or injury of persons or the destruction of property to such an extent that extraordinary measures must be taken to protect the public order, safety, and welfare."

Issuance: Whenever the Mayor (per CCO 8.10) determines that an emergency exists, he/she may declare by proclamation the existence of the emergency and shall have the power to impose by proclamation any or all of the regulations necessary to prevent disorder and to preserve the public health of the municipality.

Purpose:

- Provides limited legal immunities for emergency actions taken by City employees, protecting the City and its employees.
- Is a prerequisite for requesting a governor's proclamation of a state of emergency and/or a presidential declaration of an emergency or major disaster. **NOTE - the governor's authority permits the request of a governor's emergency proclamation without first requiring a local emergency proclamation to be in place.**
- Authorizes the City Manager to take measures necessary to protect and preserve public health and safety.
- Provides for a suspension of purchasing procedures.

Review and Renewal:

- 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. (AS 26.23.140)
- The emergency proclaimed shall terminate after 48 hours from the issuance of a proclamation, or upon the issuance of a proclamation or resolution of the Council declaring that an emergency no longer exists, whichever occurs first, except that such emergency may be extended for such additional periods of time as determined necessary by resolution of the Council.
- Emergency orders or regulations proclaimed during a period of emergency may be terminated upon the passage of a resolution of the Council declaring that the emergency order or regulation is no longer necessary. Absent such Council action, emergency orders or regulations are terminated at the time specified by an emergency order or proclamation, or at the time of the termination of the period of emergency, whichever occurs first.

Supporting Information Required: A local government proclamation of emergency with a request for assistance should include the following:

- A brief description of the cause of the incident, where it happened, and when it occurred.
- A statement describing the political subdivision.
- A statement defining the incident conditions, areas affected, and description of the damages.
- A statement that the local capability has been exceeded.
- A statement by the appropriate executive office (Mayor or City Manager) authorized to declare a disaster.
- A list of the types of assistance being requested (a summarized list can be attached).
- 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.

A template for a Proclamation of Emergency with Request for State Assistance is provided in Section 4: Support Documents.

Notification Process:

- Each level of government is responsible by law for the safety and protection of its citizens. The City requests assistance from the State when it has gone beyond its resources or financial capacity to assist the communities within its jurisdiction. The City should assemble damage assessment information from the community within their jurisdiction and provide the consolidated information to the State Emergency Operations Center (SEOC), along with any local or inter-jurisdictional proclamations of disaster.
- The proclamation of an emergency shall become effective upon its issuance to the radio station located in the municipality, posted on the City's website and Facebook account, and physically posted at places in the municipality as may be directed in the proclamation. The certificate of the mayor that the proclamation was duly declared, issued, disseminated, and posted shall be prima facie evidence that all required actions have been fully performed.
- The City shall notify and provide a copy of the proclamation as soon as possible to the State of Alaska DHS & EM division along with any requests for assistance.

Termination of Proclamation of Emergency: The emergency proclaimed shall terminate after 48 hours from the issuance of a proclamation, or upon the issuance of a proclamation or resolution of the Council

declaring that an emergency no longer exists, whichever occurs first, except that such emergency may be extended for such additional periods of time as determined necessary by resolution of the Council.

GOVERNOR'S DISASTER EMERGENCY PROCLAMATION

Issuance: If the governor finds that a disaster has occurred or that a disaster is imminent or threatened, the governor shall, by proclamation, declare a condition of disaster emergency.

Purpose: A governor's proclamation of a disaster emergency activates the disaster response and recovery aspects of the state, local, and inter-jurisdictional incident plans applicable to the political subdivisions or areas in question, and constitutes authority for the deployment and use of any force to which the plan or plans apply and for use or distribution of any supplies, equipment, materials, and facilities assembled, stockpiled, or arranged to be made available under AS 26.23.010 — 26.23.220 or any other provision of law relating to incident response.

Review and Renewal: A proclamation of disaster emergency may not remain in effect longer than 30 days unless extended by the legislature by a concurrent resolution.

Supporting Information Suggested: Local Proclamation of Emergency, Initial Damage Estimate (IDE), and a request from the principal executive officer of each political subdivision in the emergency area.

Notification Process: An order or proclamation issued under AS 26.23.010 — 26.23.220 shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless prevented or impeded by circumstances attendant upon the disaster, promptly filed with State of Alaska DHS & EM, the lieutenant governor, and the municipal clerk in the area to which it applies.

TRIBAL DECLARATION REQUEST

Pursuant to Sandy Recovery Improvement Act (SRIA), all references in the Stafford Act to "State and/or local" also now include "Indian tribal government," as appropriate. Previously, the Stafford Act defined tribal governments as "local governments." The Stafford Act now reflects that tribal governments are sovereign and acknowledges the government-to-government relationship between the United States and tribal governments.

Although tribal governments have the choice to seek Stafford Assistance on their own, tribal governments are not required to request a declaration independently of a state. If a state receives a declaration which includes tribal lands, then the tribal government may freely choose to be either a subrecipient or recipient for PA and/or HMGP funding.

(Tribal declarations have unique requirements and as of the date of this plan, are still regulated by Tribal Declarations Pilot Guidance. This pilot period is undefined and has been in effect since January 10, 2017. This guidance is available at https://www.fema.gov/disaster/tribal-declarations . It is strongly suggested that tribes consult with the FEMA Regional Administrator to ensure current requirements are met when placing a declaration request.)

PRESIDENTIAL DECLARATION OF AN EMERGENCY

Purpose: Supports response activities of the federal, state, and local government. Authorizes federal agencies to provide "essential" assistance including debris removal, temporary housing, and the distribution of medicine, food, and other consumable supplies.

Deadline: Governor must request on behalf of the local government within five days after the need for federal emergency assistance is apparent.

Supporting Information Required: All the supporting information required above and a governor's proclamation, certification by the governor that the effective response is beyond the capability of the state, confirmation that the governor has executed the state's emergency plan, information describing the state and local efforts, identification of the specific type and extent of federal emergency assistance needed.

PRESIDENTIAL DECLARATION OF A MAJOR DISASTER

Purpose: Supports response and recovery activities of the federal, state, and local government and disaster relief organizations. Authorizes implementation of some or all federal recovery programs including public assistance (PA), individual assistance (IA), and hazard mitigation.

Deadline: The Governor must request a federal declaration of a major disaster within 30 days of the incident. Given Alaska's seasonal conditions which can prevent or limit damage assessments, requests for federal disaster declarations in the state are often approved for extensions by FEMA Region X.

Supporting Information Required: All supporting information required above and a governor's proclamation, certification by the governor that the effective response is beyond the capability of the state, confirmation that the governor has executed the state's emergency plan, and identification of the specific type and extent of federal aid required.

FEDERAL/STATE DISASTER ASSISTANCE THAT REQUIRES A LOCAL EMERGENCY PROCLAMATION

Local Government, Individuals, and Families:

- Reimbursement of extraordinary emergency costs
- Housing assistance such as home repairs and temporary lodging/rental assistance
- Funds to repair damaged public facilities
- Personal property, medical/dental expenses
- Disaster unemployment benefits
- Hazard mitigation
- Crisis counseling

Please Note: *A local emergency proclamation and / or governor's proclamation is not a prerequisite for mutual aid assistance, Red Cross assistance, the federal Fire Management Assistance Grant Program, or disaster loan programs designated by the Small Business Administration (SBA) or the U.S. Department of Agriculture (USDA).*

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

GENERAL

The EOP is based on the premise that all incidents begin and end locally. Unless specifically delegated, the City will retain authority throughout the incident.

Emergency management activities in the City are governed by the City Code of Ordinances, Title 8, Public Safety, Chapter 8.10 Emergency Preparedness and Emergency Management. Authority and responsibility for the emergency management organization are delegated to the City Manager by the Mayor through City Code of Ordinances, Title 8, Public Safety, Chapter 8.10 Emergency Preparedness and Emergency Management.

Incident response is built on the concept of layers, in adherence to the principles of NIMS. The EOP is designed to manage incidents at the local level, with assistance provided from partner agencies, neighboring jurisdictions, and state and federal support as requested and available.

The City Manager shall, in the event of an emergency, respond and provide services as provided in the Saint Paul emergency operations plan. The City is tasked with the following responsibilities related to emergency preparedness and response:

- Development of departmental emergency operating procedures and department SOPs to implement assigned duties within the EOP.
- Ensuring that department personnel are properly trained to accomplish incident duties described in the EOP.
- Ensuring that Continuity of Operations/Continuity of Government plans are current and appropriate.
- Establishment of department internal lines of succession of authority and training of designated alternates to fill EOC positions.
- Protection of department records, materials, facilities, equipment, and services.

AUTHORITIES & RESPONSIBILITIES

The following sections describe how those responsibilities are broken down and distributed among City personnel and other stakeholders.

Council: The Council has the authority to terminate or extend an emergency proclamation.

City Manager: The City Manager assumes overall responsibility for the safety and well-being of residents during an incident and may delegate incident responsibilities to appropriate agencies and officials as allowed through CCO 8.10 and by law. The City Manager's office is the emergency preparedness and emergency services office and thereby the coordinating agency for all activity in connection with emergency services and other disaster operations. The City Manager, as Incident Commander, shall exercise the authority and discharge the responsibilities vested in him/her by applicable local, State and Federal law. The City Manager may delegate emergency preparedness and emergency services duties, including the position of Incident Commander, as he/she deems appropriate for the situation.

The City Manger's powers during an emergency include but are not limited to:

- Issue an emergency proclamation.
- Impose orders and regulations necessary to prevent disorder and preserve public health.
- Prohibit specific activities for the duration of the emergency.

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

The City Manger's responsibilities during an emergency include but are not limited to:

- Advise City Council and policy group on response and recovery activities.
- Approve requests for assistance, state and federal, when requirements exceed City capabilities and resources and appoint key staff members to serve as points of contact.
- Approve the Public Information Dissemination Plan to include public announcements, warnings, and emergency alert notifications.
- Coordinate approval of a local emergency proclamation and the implementation of Emergency Powers.
- Oversee the staffing of the EOC to ensure a capable cadre of municipal employees is prepared to support response operations during incidents.

Policy Group: The Policy Group (sometimes referred to in guidance documents as a MAC Group) is primarily an advisory body to the City Manager during a declared emergency or disaster. They evaluate incident specific conditions and develop recommended policy for approval regarding the implementation of emergency powers allowable by law, resource prioritization and allocation, and enabling decision-making among elected and appointed officials and those responsible for incident management.

The policy group may include, but is not limited to, the following key personnel: Finance Director, senior Law Enforcement personnel, senior Public Works personnel, Legal representative, and others as deemed appropriate by the City Manager and to the specific situation.

City Employees: All City employees are responsible for the following:

- Becoming familiar with the contents of the EOP.
- Understanding their individual roles and responsibilities before, during and after emergency incidents.

- After checking to see that their families are safe, being available to assist the City with incident response and recovery efforts.
- Properly documenting usage of all City assets in incident response and recovery, such as personnel, equipment, supplies, fuel, etc. Tracking all emergency actions and expenses incurred.
- Assisting with city-wide damage assessments and public information.

OPERATIONAL COORDINATION

During an incident, normal day-to-day department operations may be temporarily suspended in order to facilitate efficient operational coordination. Operational coordination is the effective synchronization of priorities, resources, and capabilities to deal with an incident. Operational coordination helps ensure a unity of effort among City departments and supports nongovernment organizations and keeps them from working at cross purposes. In such cases, City departments are considered as either a response operations department directly deploying resources or actively involved in the response activities, or an operations support department providing support to those departments involved in response operations and activities. Nongovernmental Organizations (NGOs) also play a key role in operational coordination.

Response operations departments are those City departments that either directly deploy resources to support response operations or perform a direct response operation function during an incident. They are also considered as providing essential government services during an incident.

Support Operations Departments are those City departments that provide support services to the operational departments and the EOC. Personnel from these departments may be assigned to duties outside their normal scope of duties to support response operations and/or be assigned to provide personnel to the EOC. Depending on the situation, departments may be required to respond to and support the incident, or their role may shift as the incident develops.

OTHER SUPPORT AGENCIES & ORGANIZATIONS

Due to Saint Paul Island's remoteness and isolation, roles have not been assigned for during disaster response. The lack of assigned roles is a necessity given the unique challenges and circumstances this community faces. These challenges necessitate a more flexible and collective approach to emergency management, where everyone on the island may be called upon to assist based on their abilities and available resources. There is a strong culture of self-reliance here, where everyone feels a personal duty to help during an emergency. Since everyone knows each other and often has close ties, it is common for people to step up and contribute wherever needed, without waiting for assigned roles. This "all hands on deck" approach allows the community to function in a coordinated, if informal, manner. Roles may shift rapidly depending on what is needed at any given moment, and tasks are carried out by anyone who is capable and available.

The City recognizes and expects that response to an incident will require support from other agencies and organizations due to the remote location of Saint Paul Island or should an event exceed the City's capabilities. The City may request additional support from Tribal government, Tribal corporations and associations, school district, health center, private businesses, and federal agencies. Support may be in the form of personnel, equipment, supplies, transportation, coordination, information, funding, or other assistance.

The City may request additional personnel support through the Emergency Management Assistance Compact (EMAC) when local, regional, and/or state resources have been exhausted. EMAC support will be requested through the State of Alaska DHS & EM through the State EOC and is only available when the governor proclaims a state of emergency and the president declares an emergency or major disaster.

Additional federal support may be available as direct federal assistance during a presidentially declared disaster through FEMA and other federal partners.

DIRECTION, CONTROL, AND COORDINATION

FIELD RESPONSE

In response to minor or moderate events, one jurisdiction or agency within the City may manage the incident with existing resources. Personnel that are part of field-level incident response will utilize ICS to manage and direct on-scene operations.

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

Establishment And Transfer of Command. The Incident Commander or Unified Command should clearly establish the command function at the beginning of an incident. The jurisdiction or organization with primary responsibility for the incident designates the individual at the scene responsible for establishing command and protocol for transferring command. When command transfers, the transfer process includes a briefing that captures essential information for continuing safe and effective operations and notifying all personnel involved in the incident.

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

- **Single Command:** A single command is generally established when an incident is contained within and affects a single jurisdiction and/or single agency has the legal responsibility to manage the principal incident hazard. The lead agency under single command can be established by determining the lead discipline based on the primary uncontrolled hazard element.
- **Unified Command:** When no one jurisdiction, agency, or organization has primary authority and/or the resources to manage an incident on its own, Unified Command may be established. In Unified Command, there is no one "commander." Instead, the Unified Command manages the incident by jointly approved objectives. A Unified Command allows these participating organizations to set aside issues such as overlapping and competing authorities, jurisdictional boundaries, and resource ownership to focus on setting clear

priorities and objectives for the incident. The resulting unity of effort allows the Unified Command to allocate resources regardless of ownership or location. Unified Command does not affect individual agency authority, responsibility, or accountability.

- **Area Command:** Area Command may be established to oversee the management of a very large incident that has multiple incident management teams assigned to it and/or multiple incidents that are each being handled by a separate ICS organization. This type of command is generally used when there are a number of incidents in the same area and of the same type that may compete for the same resources, such as two (2) or more hazardous materials spills or fires. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. When incidents are of different types or do not have similar resource demands, they will typically be handled as separate incidents and coordinated through the EOC. If the incidents under the authority of an area command span multiple jurisdictions, a unified area command should be established to allow each affected jurisdiction to have appropriate representation in the command.

EMERGENCY OPERATIONS CENTER (EOC)

The City EOC is a location where staff from multiple departments and/or agencies come together to address imminent threats and hazards and to provide coordinated support to incident command, on-scene personnel, and/or other organizations. The EOC may be a fixed location, temporary facility, or virtual structures with staff participating remotely. The role of the EOC, when activated, is to provide direct response operations to save lives, protect property, minimize damage, and maintain or restore essential services in accordance with this Plan. During an event, the EOC is typically staffed with local government leaders, supervisory first responders (fire, Village Public Safety Officers, police, EMS), public works leadership, and health care leadership. The EOC will provide the direct local community inter-agency operational coordination. The organizational structure is intended to be flexible and scalable; the positions that are activated and staffed will be based on the needs of the incident at hand.

The EOC is normally activated by the City Manager; however, any city official may request or activate the EOC in support of this plan. All departments are expected to have staff and personnel available to augment emergency operations center activities.

The EOC Director position may be filled by the City Manager or delegated to other City personnel.

Activation Levels: EOC activation is done at the direction of the City Manager to support response or recovery operations when the scope or scale of an incident surpasses the capacity to be managed from the incident command post. The EOC activation level should correspond to the situation and need for coordination and support. Depending on the event, a virtual EOC may be established to coordinate activities.

MONITORING -A situation or threat has developed that requires increased public information and has the potential for departments and/or agencies to take coordinated action. Conditions are being monitored with information sharing networks activated. Applicable department head(s) and EOC Manager monitor the situation. Staff may conduct monitoring activities from the EOC or other location based on the situation.

PARTIAL - A situation or threat has developed requiring a partial activation of the EOC, which may extend beyond the regular workday and require round-the-clock monitoring. Assigned staff plus

incident specific representatives and support staff as needed. Staff may conduct monitoring activities from the EOC or other location based on the situation.

FULL - A situation or threat has developed requiring a full activation of the EOC on a 24-hour rotational basis with staff participating or on-call. A local proclamation of emergency is being considered or has been issued. Assigned staff plus City department representatives and support staff positions filled. The EOC is activated normally to coordinate support for incident commanders, logistics, planning, administration, and finance; set city priorities; coordinate requests for state or federal resources; and manage restoration and recovery activities.

HYBRID - A flexible or blended activation approach where parts of the EOC are activated based on the specific needs of an emergency or disaster, combining both physical and virtual operations. This hybrid model allows for a tailored response that adjusts to the severity of the event, available resources, and current capabilities, while providing the flexibility to maintain operations both in-person and remotely. It is often used in situations where a full EOC activation may not be necessary, but coordination and decision-making still require some degree of centralization.

JOINT INFORMATION SYSTEM (JIS)

Dissemination of timely, accurate, accessible, and actionable information to the public is important at all phases of incident management. Many agencies and organizations at all levels of government develop and share public information. Jurisdictions and organizations coordinate and integrate communication efforts to ensure that the public receives a consistent and comprehensive message. A Joint Information System (JIS) consists of processes, procedures, and tools to enable communication to the public, incident personnel, the media, and other stakeholders. The JIS integrates incident information and public affairs into a cohesive organization to provide coordinated and complete information before, during, and after incidents.

The JIS mission is to provide a structure and system for:

- Developing and delivering coordinated interagency messages.
- Developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander or Unified Command, EOC director, or Policy Group.
- Advising the Incident Commander or Unified Command, Policy Group, and EOC director concerning public affairs issues that could affect an incident management effort.
- Addressing and managing rumors and inaccurate information that could undermine public confidence.

The JIS cuts across the three levels of incident management (on-scene/tactical, center/coordination, policy/strategic) and helps ensure coordinated messaging among all incident personnel.

Joint Information Center (JIC): The JIC is a facility that houses JIS operations, where personnel with public information responsibilities perform essential information and public affairs functions. JICs may be established as standalone coordination entities, at incident sites, or as components of EOCs. Depending on the needs of the incident, an incident-specific JIC may be established at an on-scene location in coordination with local, state, and federal agencies or at the national level if the situation warrants it. The PIO prepares public information releases for Incident Commander, Unified Command, EOC director, or Policy group clearance. This helps ensure consistent messages, avoid the release of conflicting information, and prevent adverse impacts on operations. Jurisdictions and organizations may issue releases related to their policies, procedures, programs, and capabilities; however, these should be coordinated with the incident-specific JICs.

Public Information Officer (PIO): PIOs are key members of ICS and EOC organizations, and they frequently work closely with senior officials represented in Policy groups. If the PIO position is staffed at both the ICP and a supporting EOC, the PIOs maintain close contact through pre-established JIS protocols. PIOs advise the Incident Commander, Unified Command, or EOC director on public information matters relating to the management of the incident. PIOs also handle inquiries from the media, the public, and elected officials; public information and warnings, rumor monitoring, and response; and media relations and other functions needed to gather, verify, coordinate, and disseminate accurate, accessible, and timely information. Information on public health, safety, and protection is of particular importance. The PIO also monitors the media and other sources of public information and transmits relevant information to the appropriate personnel at the incident, EOC, and/or in a Policy group.

SUPPORT & COORDINATION

Coordination With Field-Level Incident Command Posts: Field-level responders organize using the ICS and coordinate with the EOC. Functional elements at the field level coordinate with the applicable EOC section. Tactical management of responding resources is always under the leadership of the on-site Incident Commander at the ICP. Incident Commanders may report directly to the EOC through the designated EOC Liaison at the ICP.

The Incident Commander will immediately conduct an incident size-up and report the findings and additional resource needs to the EOC.

The determination of which jurisdiction, agency, or department is responsible for assuming command for a particular hazard is codified by law. Under certain circumstances, such as jurisdiction-wide impacts, severe weather, or wildfire, the EOC can serve as the Area Command or single ICP to maximize the use of limited resources and prioritize response efforts.

If a separate incident organization is established with an Incident Commander or Unified Command, they will interface with the EOC on:

- Situational awareness
- Operational needs
- Resource requests

The EOC will support first responders by coordinating the management and distribution of information, resources, and restoration of services.

Coordination With the State of Alaska: Support from state government departments and agencies may be made available by request through the State of Alaska DHS&EM State Emergency Operations Center (SEOC) in accordance with the State EOP. The State of Alaska DHS & EM's Disaster Assistance Section also coordinates requests for financial support through state-funded recovery programs. The state-funded recovery programs are separate from federally funded recovery programs.

Coordination With the Federal Government: Several federal agencies provide routine support to the MOA before, during and after disaster emergencies. These federal agencies include the Federal Emergency Management Agency, the National Weather Services, and the NOAA Tsunami Warning Center.

Some major incidents may need assistance from the federal government. The federal government maintains a wide range of capabilities and resources needed to address domestic incidents. In some

instances, the federal government plays a supporting role to the MOA. For example, the federal government assists when the president declares an emergency or major disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).

The federal government may play a leading role in the response when incidents occur on federal property (e.g., national parks) or when the federal government has primary jurisdiction (e.g., an ongoing terrorist threat or attack or a major oil spill). Various federal departments and agencies have their own authorities and responsibilities for responding to or assisting with incidents. This means that, depending on the incident, different federal departments or agencies lead the coordination of the federal government's response.

Coordination With Other Organizations: Organizations, corporations, businesses, schools and external jurisdictions in the community can be vital partners during an incident response and may provide support to the City through pre-existing agreements or just-in-time service. Organizations which request support abide by any existing Memorandum Of Understandings (MOU) in place. Whether or not an existing MOU is in place, documentation of private sector support should be filed with the Finance or Logistics Unit to track support for reimbursement and other needs. Private sector support is coordinated by the Liaison Officer.

During an incident, it may be necessary for the City to request local organizations to provide individuals to serve as on an EOC response team. This support is crucial in order to ensure life-safety for the local populace, essential services can be maintained, and critical infrastructure protected. Community agencies that provide resources and services in response to an incident will be encouraged to provide liaisons to the EOC. The EOC may also work directly with these entities to secure resources.

If requested, the following organizations may provide support within the limits of their capabilities (this list is not all exclusive):

- Aleut Community of Saint Paul Tribal Government
- Aleutian Housing Authority
- Aleutian Pribilof Islands Association
- Central Bering Sea Fishermen's Association
- Saint Paul Community Health Center / Southcentral Foundation
- Saint Paul School / Pribilof School District
- Tanadgusix Corporation
- Trident Seafoods

INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

INFORMATION COLLECTION

Monitoring & Detection: Monitoring and detection of potential and real-world incidents are crucial before, during, and after an incident. Whether during an active incident or during normal operations, all City departments have a responsibility for monitoring events in relation to their respective operational areas.

The City uses multiple methods for detecting potential emergencies:

- Incidents are continuously monitored by radio by the City's Public Safety Department.
- Weather and atmospheric anomalies are monitored by the National Weather Service (NWS).
- Partner agencies are asked to report on incidents identified within their scope of service.
- Social media monitoring, such as Facebook.
- Subscription to notifications of earthquakes, volcanic eruptions and tsunami in our region.

Situation Assessment: The official who is the first to arrive at the scene of an incident assesses the situation and provides their findings to the City Manager who then uses this information to assign resources and make other incident-related decisions.

Ongoing information is obtained from field-level responders through status calls and situation reports from other agencies at all levels of government, inspections of infrastructure and facilities, and windshield surveys to acquire damage assessments and human impact. Information may also be collected from social media, calls from the community, and other public reports.

Some information is considered more critical than others that should be communicated in a timely fashion to the EOC. Priority information for collection and sharing includes:

- Threats/hazards to incoming responders and the public.
- Injuries and fatalities.
- Immediate resource needs.
- Deployments and/or demobilizations.
- Changes in conditions on the ground.
- Conditions that affect the capability to respond.

Analysis: All information acquired by the City or EOC should be analyzed and confirmed before disseminating it further and before providing direction to staff or making other decisions based on the information. As part of the analysis, information should be dated and compared to other information collected for the same or similar subject matter and credibility established. The Situation Unit Leader within the Planning Section has overall responsibility for this task. The situation analysis process can be described as the continuous evaluation by the EOC of conditions and potential hazards affecting the geographic area and population of the City.

Dissemination: Rapid information will be shared to and from deployed field units, operational areas, regions, and other entities via direct communication when necessary, including telephone, email, or radio. Daily, nonurgent information will be shared via Situation Reports. As available, the City will leverage Microsoft Teams or Zoom to support information sharing from the EOC.

- **Incident Briefings.** Initial briefings are used at the EOC during the first two hours of an incident to provide an initial picture of the scope and magnitude of the situation.
- **EOC Situation Reports.** Situation Reports ("SitReps") are brief narratives that present a concise picture of the incident situation and are prepared for specific operational periods. Typically, only verified information will be included in SitReps; however, if unverified information must be included it will be clearly labeled as such. At the beginning of the incident response, the EOC Director and Planning Section will determine appropriate times for submitting data and issuing SitReps. The SitRep is intended for use after the first two (2) hours of an incident and can be updated as requested or needed.

- **Public Information.** Effective risk communication before and during an incident is critical to the protection and preservation of life. The City will strive to provide verified incident information to the public in a transparent and timely manner. The objectives of public information are to:
    - Disseminate accurate information promptly to key target audiences that are appropriate to the level of the incident.
    - Facilitate coordination of public information activities among all involved parties, including neighboring jurisdictions and representatives of diverse populations, to ensure consistency of key messages.
    - Correct false or misleading information.
    - Promote informed decision-making about the acceptability of known risks.
    - Persuade and direct the behavior of individuals or communities.

  More information about risk communication can be found in the Public Information Alert and Warning Annex.

ADMINISTRATION, FINANCE, AND LOGISTICS

ADMINISTRATION

Documentation: The City recognizes the importance of documenting incident activities to accurately account for decisions made and actions taken during the response. The City will keep and archive official and unofficial incident documentation, including correspondence, Situation Reports (SitReps), ICS forms, Incident Action Plans (IAP), press releases, and any other documentation used during the response. Information will be archived for a minimum of three (3) years following the closure of federal reimbursement or longer for specific records outlined in State record retention policies.

Records and reports are typically managed by the Planning Section during an EOC activation. Reporting times and processes should be evaluated and confirmed at the time the EOC is activated. When evaluating these needs, consideration should be given to the length of the operational period, operational tempo of the response, who needs reporting as a matter of process, what additional partners would benefit from receiving reports, and any state requirements for reporting. Reporting may be reevaluated and changed during a response.

Record keeping is essential for tracking the movement and disposition of resources for financial reconciliation and after-action reporting, among other things. Field level personnel should provide, at a minimum, copies of the following documentation to the EOC: Unit Logs (ICS form 2140), position logs (ICS form 214a), situation status reports, and IAPs. All other documentation produced in the EOC should eventually go to the Documentation Unit in the Planning Section for record-keeping.

The local government must maintain duplicate records of all information necessary for the restoration of normal operations. This process of record retention involves offsite storage of vital data that can be readily accessible.

After-Action Report / Improvement Planning: Review and reporting after an emergency action is a best practice to improve for the next incident. The State of Alaska DHS & EM requires jurisdictions that receive grant funding through the agency to complete an After-Action Report/Improvement Plan (AAR/IP) following a disaster emergency or an exercise. Following the disaster or exercise, the City will develop an AAR/IP and submit a copy to DHS & EM. In addition to fulfilling state requirements,

conducting after-action reviews (i.e., "hotwashes") and completing AAR/IPs benefit the City by informing future investments in planning, organization, equipment, training, and exercise.

FINANCE

Funding & Accounting: During an incident, all financial actions are required to be documented to track all expenditures and provide appropriate documentation for possible reimbursement. The Finance Director will work to ensure that all finances are tracked and accounted for during emergency operations, utilizing procedures and protocols that are used during normal day-to-day operations, and when necessary, utilize special procedures which are facilitated by the local emergency proclamation process. Additional/alternate procedures may be developed if necessary to meet the needs of the incident.

All incident expenditures up to the authorized threshold set by the City must be documented, approved, and signed by the City Manager or appropriate delegated authority. Amounts above the threshold set by the City must be approved in advance by the City Manager or the authorized representative. In the event the City Manager or authorized representative is not available, all expenses are to be approved by the Finance Director. In the Finance Director's absence, all expenses are to be approved by a designated successor.

Cost Recovery: The City will seek cost recovery for disaster-related expenses whenever possible, to eliminate or lessen the threat of future disasters in the community. This may include the costs of the immediate response activities in addition to permanent mitigation or restoration costs. The State of Alaska DHS & EM and FEMA require specific documentation for potential recovery of costs. To facilitate this effort, the City will follow administrative protocols to track time, activities, expenses, and information on applicable personnel and equipment usage.

LOGISTICS

Resource Request Process: During incidents, the City's day-to-day resource management and procurement requirements may change to meet immediate resource needs. A complex event may require a local proclamation of emergency which may alter or enhance authorities related to the following:

- Purchasing power
- Spending limits
- Resource sourcing
- Cost tracking

When the EOC has identified a resource need that it cannot fulfill, either through its own resources or through private vendors, it should submit a completed *Resource Request Form (ICS FORM 213RR)* to the SEOC.

Mutual Aid: Mutual aid involves sharing resources and services between jurisdictions or organizations. Mutual aid occurs routinely to meet the resource needs identified by the requesting organization. This assistance can include the daily dispatch of law enforcement, emergency medical services (EMS), and fire service resources between local communities, as well as the movement of resources within a state or across state lines when larger-scale incidents occur. Mutual aid can provide essential assistance to

fulfill mission needs. The AIMAS state-wide system can be activated in circumstances as outlined in HB 366.

TRAINING AND EXERCISE

Maintaining a current EOP is the first step toward an efficient and timely response during emergencies. Planning alone, however, is not enough to achieve readiness. Training and exercises are essential at all levels of government to ensure the operational preparedness of emergency management personnel.

TRAINING

NIMS outlines three categories of training for EOC personnel – "All Incident Personnel," "Incident Personnel with Leadership Responsibilities," and "Incident Personnel Designated as Leaders/Supervisors." The recommended training progression is as follows:

All EOC Personnel: All incident personnel working within an EOC should complete the following courses for foundational knowledge of incident response:

- IS-100: Introduction to the Incident Command System, ICS 100 – This course introduces ICS and provides the foundation for higher-level ICS training.
- IS-200: Basic Incident Command System for Initial Response, ICS 200 - This course reviews the Incident Command System (ICS), provides the context for ICS within initial response, and supports higher level ICS training.
- IS-700: National Incident Management System, An Introduction – This course introduces NIMS concepts and principles.

EOC Personnel with Leadership Responsibilities: Supervisory personnel working within an EOC should complete the following courses for additional background in incident management systems with

leadership responsibilities:

- IS-800: National Response Framework, An Introduction – This course introduces participants to the concepts and principles of the NRF.
- IS-2200: Basic EOC Functions – This course prepares incident personnel working in an EOC to understand the role and functions of an EOC during incident response and the transition to recovery.
- G0191: Emergency Operations Center / Incident Command System Interface – This course provides an opportunity for emergency management and response personnel to begin developing an ICS/EOC interface for their communities.
- G0775: EOC Management and Operations – This course focuses on multiagency coordination, EOC design, staffing considerations, and mobilization/demobilization of EOCs.

EOC Personnel Designated as Leaders/Supervisors: The following course applies to higher EOC leaders that need enhanced knowledge, level concepts, methods, and tools for larger, more complex incidents:

- E/L/G2300: Intermediate EOC Functions – This course describes the role of EOCs as a critical link to the other NIMS Command and Coordination structures.

EXERCISE

The best method of training emergency responders is through a progression of building-block exercises. Exercises allow emergency responders to become familiar with the procedures, facilities, and systems that they will use during incident response.

Exercises will be conducted regularly to maintain readiness. When possible, the City will document exercises by conducting an Homeland Security Exercise and Evaluation Program (HSEEP) compliant evaluation process and using the information obtained from the evaluation to complete an AAR/IP, and documenting completion of the corrective actions noted in the improvement plan.

The City will inform departments, agencies, and special districts of training opportunities associated with emergency management. Those with responsibilities under the EOP must ensure their personnel are properly trained to carry out these responsibilities.

The City schedules several exercises each year that include discussion-based exercises, such as workshops or tabletop exercises, as well as drills and full-scale exercises.

PLAN DEVELOPMENT AND MAINTENANCE

The EOP is developed under the authority of the City Manager. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and corrective actions identified from exercises or responding to real events. A record of change log is maintained as part of the EOP Base Plan.

The EOP was developed with the cooperation of participating departments, agencies, and partner organizations following emergency operations planning guidance found in NIMS, the EMAP, and CPG 101v3. The EOP was developed in a functional format, focusing on a base plan, functional annexes, appendices where appropriate to ensure ease of use.

The EOP is not a static document but will evolve as needs and priorities evolve. Changes to the organization, federal guidance, or local/state/federal regulations may require that changes be made to the Base Plan.

Changes to the EOP's annexes and appendices may become necessary as exercises and real-world emergencies provide opportunities to implement the Plan, test its effectiveness, and highlight strengths or areas in need of improvement. The City Manager is authorized to prepare and maintain the EOP.

AUTHORITIES AND REFERENCES

LEGAL AUTHORITY

Federal:

- PL 100-707 (The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended)
- PL 81-920 (Civil Defense Act)
- PL 93-288 (Disaster Relief Act)
- PL106-390 (Disaster Mitigation Act of 2000)
- Federal Safe Drinking Water Act, 1986
- Federal Clean Water Act, 1987
- Public Law 99-499, Superfund Amendments and Re-authorization Act (SARA) of 1986

State:

- AS 26.20 (Homeland Security and Civil Defense Act)
- AS 26.23 (Alaska Disaster Act)
- AS 29.25.30 (Emergency Ordinances)
- AS 29.35.40 (Emergency Disaster Powers)
- Alaska Regional Contingency Plan
- Alaska Interagency Fire Management Plan
- Alaska Mass Casualty Plan
- State of Alaska Administration Plan for State Disaster Public Assistance
- State of Alaska Mental Health Disaster/Emergency Plan

Local

- The City of Saint Paul, City Code of Ordinances, Title 8, Public Safety, Chapter 8.10 Emergency Preparedness and Emergency Management

REFERENCES

Federal:

- Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining State, Territorial, Tribal, and Local Government Emergency Plans, V3
- Homeland Security Exercise and Evaluation Program (HSEEP)
- National Incident Management System, FEMA
- National Response Framework, Fourth Edition, FEMA

State:

- State of Alaska Emergency Operations Plan
- State of Alaska Hazard Mitigation Plan
- Statewide Threat Assessment: Identification of Threats from Erosion, Flooding, and Thawing Permafrost in Remote Alaska Communities

Local:

- City of Saint Paul Local Hazard Mitigation Plan
- City of Saint Paul Information Security Breach Response Plan
- City of Saint Paul Bulk Fuel Storage Facility Oil Discharge Prevention and Contingency Plan
- City of Saint Paul Standard Operating Procedure for Emergency Repair of Water Mains
- Saint Paul Community Health Center Emergency Action Plan
- Trident Seafoods Saint Paul Island Emergency Action Plan
- Pribilof Islands Wildlife Protection Guidelines for Oil Spill Response
- TDX Saint Paul Fuel's Spill Response Plan
- Alaska Regional Contingency Plan and the Arctic & Western Alaska Area Plan

SECTION 2:
FUNCTIONAL ANNEXES

Section 2 contains the following Functional Annexes in alphabetical order:

Functional Annex A: Communications

Functional Annex B: Debris Removal

Functional Annex C: Emergency Public Information

Functional Annex D: Evacuation and Shelter in Place

Functional Annex E: Health and Medical Services (including Fatality Management)

Functional Annex F: Logistics and Resource Management

Functional Annex G: Mass Care and Sheltering

Functional Annex H: Warning

Each Functional Annex adheres to the following structure:

1. Purpose
2. Situation
3. Assumptions
4. Limitations
5. Concept of Operations
6. Organization and Assignment of Responsibilities

Functional Annex A: Communications

1. Purpose

The Communications Annex supports the restoration of communications infrastructure; coordinates communications support to response efforts, facilitates the delivery of information to emergency management decision makers, and assists in the stabilization and reestablishment of systems and applications from failure during incidents. This annex serves to support all departments and agencies with communications from both a hardware and software perspective as well as a public and private perspective.

Essential to all emergency organizations is an effective communications capability to support emergency operations. The magnitude of a particular emergency will determine the degree to which communications systems are used. Communications systems are relied upon to be used for direction/coordination of emergency operations, alerting and warning government and the public, and providing advice and instructions to the public.

2. Situation

- The need to communicate effectively is of paramount importance during disaster response and recovery operations. History is replete with examples of operations that have failed due to the inability of response agencies to communicate and coordinate with each other.
- It is essential that essential City personnel have available fixed, mobile, and hand-held radio devices to effectively coordinate disaster response activities. Depending upon position, employees may be issued radios including P25 compliant, VHF, or two-way Motorola radios.
- The City will utilize Nixle, the local radio station, the internet, and social media (primarily Facebook) to provide warning messages, as well as updates and supplemental information to residents following the dissemination of a warning.
- The City's Information Technology (IT) services are provided by LMJ Consulting.
- The City's internet provider is Starlink.
- The City's landline telephone service is Voice Over IP using 3CX managed by LMJ Consulting. The City's cellphone service provider is GCI.
- The local public radio station KUHB 91.9 is located at City Hall.

3. Assumptions

- Communications is the transfer of information across a wide spectrum of technologies including radio, telephone, satellite, and internet.
- Communications covers both the public emergency need for communications as well as the reestablishment of private communications systems within the community.

4. Limitations

- Although the telephone (including cell and satellite phones) remains one of the most effective means of communicating information even during emergency operations, it has shortcomings. Despite technical improvements that have occurred in recent years, telephones are still subject to failure and/or system overload.

- If phones are not operational, the City can communicate with Tribal Government, the Saint Paul School, CBSFA, the Medical Center, and Trident via VHF radios.

5. Concept of Operations

A. General

- Provide emergency communications, which consists of the technical means and modes required to provide and maintain interoperable communications in an incident area.
- Support the establishment of the basic public safety communications infrastructure and assist in the support and recovery of the commercial telecommunications infrastructure.
- Coordinate the provisioning of priority and other telecommunications services at incident support facilities, provide capabilities and services to aid response, short-term recovery operations, and ensures a smooth transition to long-term recovery efforts.
- Facilitate the delivery of mission critical information to maintain situational awareness for decision makers and support elements.
- Develop and maintain a communications common operating picture.
- Coordinate and deconflict incident communications issues.
- If the incident is an information security breach, follow the appropriate steps outlined in the City of Saint Paul's Information Security Breach Response Plan (Section 4)

6. Organization and Assignment of Responsibilities

A. City Manager

The person who has overall responsibility for Communications is the City Manager or his designee. The City Manager is responsible for:

- Coordinates incident prioritization, critical resource allocation, integration of communications systems, and information coordination.
- Coordinates assistance from support agencies as necessary.

B. IT Services (LMJ Consulting)

- Maintain the network and redundant network systems.
- Provide security to network systems.

C. Department of Public Safety

- Maintain VHF radios and Gateway communications equipment.
- Serve as the primary public safety answering point.
- Serve as the primary public safety dispatching.

Functional Annex B: Debris Removal

A. Purpose

Debris management operations are typically a long-term, complex process that continues all the way through the recovery phase of disaster management. The purpose of this Annex is to provide overall operational guidance for debris management and removal following any event that produces unusual or significant amounts of debris within the City.

B. Situation

Catastrophic events such as earthquakes and tsunamis have the potential to produce enormous volumes of mixed debris. This would include wood debris and roofing materials, household goods and miscellaneous furnishings, metal and structural steel or appliances, hazardous waste from automobiles, and freon-containing units. Likewise, flooding and volcanic ash fall also pose unique debris clearing and removal requirements. A comprehensive approach to debris management is essential in order to effectively deal with large volumes of disaster- generated debris.

C. Assumptions

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

D. Concept of Operations

1. Debris Management

   Following a major disaster, the City Public Works Department will base debris management on the waste management approach of prioritizing reduction, reuse, reclamation, resource recovery, incineration, and landfilling.

2. Debris Clearing

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

3. Debris Removal

   The second priority of debris management will be the removal of debris from areas that are critical to long-term response and recovery operations. These include areas where debris is impeding restoration and repair of critical infrastructure such as electric, telecommunications, and water and wastewater facilities.

E. Assignment of Responsibilities

1. City

   The City has the responsibility to provide debris management and removal operations for publicly-owned infrastructure located on City property. The City Public Works Department will implement debris management and disposal.

2. Other/Private Property Owners

   Generally, it is the private citizen/property owner's responsibility to remove and dispose of debris located on their property. Certain incidents may require specific responses where the City will develop a "just in time" debris management plan designed to efficiently manage the removal and disposal of debris following a disaster. (See "6. Just In Time Plan Considerations", in the next section.) Where local capabilities are exceeded and State/Federal assistance is requested, demolition of private structures requires condemnation by authorized City officials before removal of this type of debris may be considered for State and Federal Disaster Assistance.

F. Just In Time Plan Considerations

1. Assessment of Debris Volume and Type

   - Immediately after a disaster, a rapid assessment and categorization of the volume, types, and locations of debris (e.g., trees, construction materials, hazardous waste) is crucial. This informs the overall strategy, resource allocation, and logistical planning.

2. Coordination with Local and Federal Agencies

   - Ensure the plan complies with local, state, and federal regulations, including those from the Environmental Protection Agency (EPA) and FEMA. This may involve following specific standards for debris management and disposal.

3. Logistics and Infrastructure

   - Identify and prioritize key transportation routes for debris removal. Debris blocking roadways can delay recovery efforts, so clearing access roads as a priority may be necessary.

4. Public Communication and Community Engagement

   - Keep the public informed about debris removal schedules, expected disruptions, and proper ways to segregate debris. This helps prevent confusion and promotes community cooperation. Provide channels for residents to report issues or concerns related to debris removal. This can be done through a hotline, online portals, or local government offices.

5. Environmental Impact and Sustainability

   - Incorporate strategies for debris recycling and repurposing (e.g., mulching, salvaging). Prioritize minimizing environmental impact by diverting debris from landfills. Plan for the safe and timely removal of hazardous materials (e.g., chemicals, asbestos, fuel), which require specialized handling and disposal methods.

6. Safety and Risk Management

   - Ensure the safety of debris removal workers, including protective equipment, regular safety briefings, and protocols for working in hazardous environments. Address safety concerns for

the public, including road closures, fallen power lines, and debris that may be dangerous if left unattended.

7. Scalability and Flexibility
    - The plan should be flexible enough to adjust based on the evolving situation. For example, if debris removal needs exceed expectations, the plan must allow for rapid scaling of resources. Depending on the size and scope of the disaster, debris removal may need to be staged in phases. Start with critical infrastructure (e.g., medical clinic, emergency access routes), and then address residential and commercial areas.

Functional Annex C: Emergency Public Information

1. Purpose

This Annex describes the framework for dissemination of accurate and timely public information regarding potential and actual large-scale emergencies to the public within the City.

2. Situation

- The City will periodically experience emergency situations, which require the ongoing dissemination of emergency public information.
- The coordinated flow of public information and facts concerning the event and respective responses are needed to protect the safety and well-being of the public. Before its release, participating agencies' disaster information will be coordinated to the maximum extent possible to ensure consistency and accuracy.
- Emergency public information may be disseminated to the public via Nixle, the local radio station KUHB 91.9, social media (Facebook), internet (City website), phone calls, informational brochures, and public forums.
- In the time of emergency, a PIO will be established to organize and coordinate the dissemination of information. The PIO will serve as the official public information point of contact to prevent unfounded rumors and inaccurate information.

3. Assumptions

- During emergencies, the public is entitled to information about the emergency and instructions on proper survival and/or response actions.
- The media may request information about emergencies. Depending on the severity, real and/or perceived, of the emergency, state, national, or international media will also cover the story and demand information and comment from local officials.
- In the response phase, coordinated, accurate, consistent, timely, and easily understood public information can directly affect the safety of affected populations, and can contribute to the overall safety and well-being of the community. Individual and regional public information functions and actions before, during, and following any emergency will be determined not only by the severity of the emergency and the involved agencies and organizations, but also by the perceptions of the public.
- During recovery, emergency public information can be critical for helping people put their lives back in order.

4. Limitations

- Depending on the severity of the emergency, telephone communications may be sporadic or impossible. Radio and television may also be off the air due to power failure.
- Disaster may strike without warning, and the public information system may not be able to react quickly enough to inform the public about the hazard.

5. Concept of Operations

A. General

- Ensure emergency information transmitted to the public clearly conveys the following information:
  - The nature of the emergency;
  - The location of the emergency;
  - How the emergency can affect the public;
  - What protective and/or responsive action to take;
  - Where to get help;
  - When the situation will be remedied; and
  - The schedule for situational updates.
- News media can be requested to assist in the coordinated dissemination of emergency information to the public across the region and state.
- The IC will establish a Public Information Officer (PIO) as the official point of contact for release of emergency information during major disaster situations. This position will be established during an incident to serve as the central contact point for all news media and to coordinate all incident-related public information activities.
- The PIO will report to the IC to ensure accuracy of all emergency information and instructions prior to dissemination to the public.

B. Coordination of Public Information

- In large-scale disasters, the PIO shall also coordinate with State and Federal PIOs to keep all departments and agencies abreast of the current situation and actions that are being taken.
- During any emergency/disaster situation, the PIO will coordinate with the State to synchronize official emergency/disaster-related public information.

6. Organization and Assignment of Responsibilities

A. Organization

- During normal operations, the overall responsibility for the dissemination of disaster-related public information rests with the IC.
- During Partial Activation or Full Activation of the EOC, the City Manager may designate an official PIO for the incident. The PIO is a member of the EOC staff and reports directly to the IC. He or she will serve as the primary focal point for all information releases pertaining to the emergency. The PIO also provides his or her services to the City Manager in matters pertaining to the dissemination of emergency public information.
- Additional staff members may be designated to assist the PIO, if necessary. The person selected to serve as the PIO should have experience in working with the media and be generally familiar with the operations and policies of the local government. Public information staff from local agencies not normally affiliated with emergency response may be called upon to assist the EOC.

B. PIO Responsibilities

- Keep the public and the news media apprised of the current situation.
- Establish procedures to counter rumors with factual information.
- Handle all requests for disaster-related public information.
- Stay abreast of the current situation.
- Coordinate information releases with the IC.
- Develop information that can be utilized by the functional needs' community.

Functional Annex D: Evacuation and Shelter in Place

1. Purpose

This Annex provides for the orderly and expeditious movement of people to a safe area from an area believed to be at risk when emergency situations necessitate such action. This Annex also provides guidance for implementation of shelter-in-place procedures.

2. Situation

The City is subject to a number of potential natural and man-made hazards which might require the evacuation of segments of or the entire population.

3. Assumptions

- In most instances, incidents requiring evacuation will be limited in area and not affect the entire island.
- In some instances, there will be sufficient time available to warn the general public of an impending disaster and permit at least some evacuation effort.
- People who refuse to follow evacuation instructions will be left alone until all who are willing to leave have evacuated. Time permitting, further efforts will be made to persuade the stay-puts to evacuate.
- Most evacuees will seek shelter with relatives and friends outside of the evacuated area.

4. Limitations

- Under catastrophic circumstances requiring full island evacuation, State and Federal assistance will be necessary as there are limited modes of transportation off of Saint Paul Island.

5. Concept of Operations

A. General

- The City Manager may activate the EOC and order an evacuation to protect lives and property.
- There are a number of factors that will be considered prior to ordering an evacuation or shelter-in-place. These include:
    - Overall threat and nature of threat.
    - Time until onset.
    - Weather.
    - Evacuation routes and their susceptibility to the hazard.
    - Availability of shelters.
- The City will provide for evacuation from any area within the community that is stricken or threatened by an emergency that jeopardizes human life.
- Prior to an evacuation, local authorities should review this Plan and consider potential evacuation sites, within or outside the community.

- Sheltering-in-place or remaining at home may be a safe alternative when evacuation is not possible.
- Evacuation information will be coordinated through the EOC and will be disseminated by one of the following means:
    - Nixle.
    - All-Hazards Alert Broadcast Siren System.
    - Mobile sirens of law enforcement and fire department vehicles.
    - Door-to-door contact by City personnel.
    - Local radio station KUHB 91.9 and social media.
- When the conditions that caused the evacuation cease to exist, the EOC will coordinate reentry.
- If local resources are determined to be inadequate for evacuation operations, officials may request SEOC assistance.
- Rosters to account for evacuees should be maintained and, when possible, shared with agencies assisting with the evacuation. Coordinated information will assist in providing adequate transportation and sheltering as well as supporting the planning requirements to repatriate evacuees. Shelter managers and evacuation directors should consider unique situations created by short-notice evacuations.
- Special measures to account for functional needs populations shall be taken during the evacuation.
- In general, it is not the intent of the City to forcibly evacuate persons who refuse to leave affected areas.

B. Evacuation

- Public education will be provided to the citizens regarding evacuation procedures.
- Evacuation will be accomplished through the most efficient and orderly way possible. This will be facilitated by using the most efficient methods of transporting evacuees possible, whether utilizing personal vehicles, City vehicles, bus, ATV's, or walking.
- The City will maintain evacuation routes that are clearly marked and free of debris to ensure an efficient evacuation effort.
- The urgency of the need to evacuate will generally require a reception center that will be known to the citizens, safe from tsunamis, and always available to temporary shelter evacuees from inclement weather, until regular shelters can be opened. The City Recreation Hall is the designated temporary shelter/reception center.
- Plans to return evacuees to their homes in an orderly and safe fashion will be initiated by the EOC. Factors considered prior to making the decision to return evacuees to their homes/businesses will include:
    - Overall threat.
    - Condition of the individual homes or businesses.

- Condition of access routes.

- The Saint Paul School Emergency plan includes detailed evacuation plans specific to the school, as well as a reunification plan for the post-evacuation period.

C. Shelter-In-Place

- Public education will be provided to citizens regarding shelter in place procedures.
- Once a shelter in place is called, residents are expected to immediately go indoors, bring all children and animals with them, and to close and lock windows and doors.
    - All ways in which outside materials may enter the shelter area should be eliminated, including closure of fireplace dampers, shutting off ventilation or climate control systems, if able to, depending on the time of year.
    - Prepare an area for pets to eliminate waste that does not require allowing them to do so outside.
    - If instructed, those sheltering should seal their rooms with duct tape and plastic.
    - Upon reaching shelter, those who were outside for a period of time seeking shelter after the shelter in place was called and who may have been exposed to chemical contaminants should remove all outer clothing, put it in a plastic bag, and wash with warm water.
    - After an announcement that the shelter in place is over, residents should go outside and open all doors and windows to ventilate the shelter. Similar processes should be followed in cars, workplaces, and school.
- Factors considered prior to making the decision to terminate sheltering-in-place will be:
    - Input from technical experts.
    - Weather and wind patterns.
    - Condition of the affected area

6. **Organization and Assignment of Responsibilities**

A. City Manager

The person who has overall responsibility for Evacuation and Shelter-In-Place is the City Manager or his designee. The City Manager is responsible for:

- Pre-identifying areas that may require evacuation, based on different scenarios.
- Ensuring evacuation/shelter-in-place plans and procedures are effective for different scenarios.
- Identifying and establishing evacuation routes, detour routes, road closures.
- Ordering evacuations or shelter-in-place whenever necessary to protect lives and property.
- Communicating evacuation or shelter-in-place process to the public to achieve a coordinated effort.
- Coordinating recovery efforts.
- Ensure evacuated areas are safe for repopulation.

- Communicating procedures about repopulating or ceasing shelter-in-place.
- Ensure efficient and safe movement of evacuees when returning.

B. Department of Public Safety
   - Facilitating efficient movement of population.
   - Protecting evacuation routes.
   - Providing for efficient movement of people and vehicles through traffic controls.
   - Ensuring public safety in evacuation and shelter-in-place events.
   - Ensure all areas are evacuated.

C. Department of Public Works
   - Ensure evacuation route is clearly marked by signs and barricades.
   - Ensure evacuation route can sustain efficient evacuation by clearing debris and maintaining facilities.

D. Public Information Officer
   - Communicating evacuation or shelter-in-place process to the public to achieve a coordinated effort.
   - Communicating procedures about repopulating or ceasing shelter-in-place.

Functional Annex E: Health and Medical Services; Fatality Management

1. Purpose

The purpose of this annex is to provide guidance regarding the activities that are associated with lifesaving; treatment, transport, and evacuation of the injured; behavioral health; mass distribution of prophylactic vaccinations; disposition of the dead; and disease control activities related to sanitation, preventing contamination of water and food supplies, etc., during response and recovery operations. It focuses on health and medical problems under emergency conditions.

2. Situation

- Saint Paul Island is very limited in health services capabilities. Depending upon the length and severity of the emergency, those capabilities are likely to become overwhelmed.
- There are no hospitals or trauma centers on the island.
- The remote nature of Saint Paul Island means serious injuries requiring medical services are dependent on medevac. Because the community often experiences inclement weather due to high winds, severe storms, fog, snow and ice, there are often limited flights available and delays can be from days to weeks when a medevac service can fly into the communities.
- The City's Department of Public Safety has two (2) full-time Village Public Safety Officers, , and eight (8) volunteer firefighters, two (2) volunteer Emergency Trauma Technicians (ETT). The City also has 1 BLS ambulance, 1 BLS off-road ambulance. 1 ATV, 4 pick-up trucks, and 1 rescue skiff..
- The Saint Paul Community Health Center, operated by Southcentral Foundation, offers limited services (general primary care, family medicine) and has limited staff.
- The U.S. Coast Guard may offer resources during an emergency if needed.

3. Assumptions

- It is assumed that, in any major disaster, all health and medical volunteers will first attend to their own families.
- A disaster that causes numerous casualties and /or fatalities will immediately overwhelm local medical, health, and emergency services capabilities.
- It is assumed that, due to the size of the community and the limited resources, health professionals may be asked to perform functions that are not normally in their job description. There may be an overlap of responsibilities.
- First Aid/CPR-trained individuals from other local organizations will also be called upon in a disaster.

4. Concept of Operations

A. General

- In general, there will be a medical decision-making entity, with representation from Saint Paul Community Health Center and the City Department of Public Safety. This entity will be called the "Medical Branch Representatives." In the event of a disaster or a catastrophic event, these entities will combine resources and work together in an emergency under the Medical Branch Representatives.

- Additional medical and health supplies that may be needed during a disaster may first be requested from local organizations. Resource orders for additional supplies can be made by Logistics to the SEOC.
- Additional emergency medical services resources are available through various State of Alaska and Federal government resources which can be accessed by contacting SEOC and requesting assistance.
- Any incoming Health and Medical response groups will coordinate with the Medical Branch Representatives.

B. Behavioral Health Support

- Behavioral health support for responders may be provided by resources specifically trained to work with first responders in the field of Critical Incident Stress Management (CISM), and who follow the model of the International Critical Incident Stress Foundation, Inc. Local resources should be utilized if available, and if not, State or Federal CISM resources should be requested through the SEOC. Behavioral health resources should be considered a part of the operational strategy and are to be activated as soon as possible following an incident.

C. Fatality Management

- The mission of fatality management is that all human remains are handled, transported, and stored in an appropriate, dignified manner. Our ability to respectfully handle the deceased will, in turn, support the well-being of the living.
- The well-being and safety of all responders participating in the recovery of human remains is of utmost importance. All personal protective gear and procedures will be utilized at all times.
- At present, the morgue at the Saint Paul Community Health Center has the capacity to hold two (2) deceased patients. There is no private mortuary service provided in the community.
- In the event of a multi-fatality incident, procedures to set up a temporary morgue will be initiated.
- If capacity is reached, there are up to six refrigerated vans (40’ containers with freezers that are plugged into a building source or diesel generator) which may be available depending upon the specific situation.
- The State of Alaska Medical Examiner (AKSMEO) is ultimately responsible for the collection, identification, and disposition of deceased persons and human tissue from a multi-casualty incident. The AKSMEO, located in Anchorage, has limited capacity to manage fatalities. Federal assistance is requested when the capacity is expected to be reached.
- Generally, the bodies of deceased patients require transportation to the AKSMEO in Anchorage. Under disaster conditions, which may impact transportation between Saint Paul Island and Anchorage, communication with the AKSMEO will be necessary to determine the best course of action.

- Disaster Mortuary Operational Response Team (DMORT) is a Federal resource activated through the SEOC and provides mortuary assistance such as temporary morgue services; victim identification; and processing, preparation, and disposition of human remains. The COV can request DMORT support through the SEOC.
- Before moving human remains to any storage unit, it is important to understand that, unless communications with the AKSMEO are completely down, approval from the AKSMEO is recommended prior to moving bodies from the incident location.
- Report disaster deaths to the AKSMEO as soon as practically possible. In any emergency or disaster, deaths that result from the incident, or occurred during an incident are potentially unnatural deaths, and therefore are within the legal jurisdiction of the AKSMEO. Ideally, this reporting would be done by Law Enforcement as soon as the scene assessment has been completed.
    - Examples: During an earthquake, if someone dies as a result of a structural collapse, the AKSMEO will take jurisdiction over the death.
    - Additionally, first influenza (or pandemic illness) deaths should be reported to the AKMSEO, unless otherwise notified by Public Health.
- With regards to pronouncement of death, physicians provide this service unless the death(s) are expected and delegated to a registered nurse to do so.
- With regards to certification of death, the Saint Paul Community Health Center provides this service. The AKSMEO may also certify deaths resulting from any type of disaster or mass fatality incident.
- An outside funeral home or the AKSMEO facilitates the issuance of death certificates by providing documents to the State. If an individual is buried in Saint Paul Island and does not go to these two entities, then the Saint Paul Community Health Center will submit documents to the state of Alaska, and they will issue the death certificate. If the AKSMEO releases the body to family without an examination, then it may go to an outside funeral home.
- Responding to calls concerning bodies/missing persons will be challenging. Immediately following a major disaster, the City Manager will create an EOC position to manage this need. Once this position has been established, all calls concerning missing or deceased persons should be referred to him or her.
- Behavioral Health needs of the community, as well as the Temporary Morgue staff, shall be attended to. Members of the clergy or the Tribal Government Counseling Services shall be retained for on-the-spot counseling.
- The City PIO will keep the public informed concerning the handling of human remains. Consistent and regular briefings should be delivered to the community.
- In general, permission is recommended to be obtained from the AKSMEO before remains are removed from any incident site. In a mass fatality situation, Law Enforcement will aid the AKSMEO in conducting death investigations.
- Tracking of the human remains, from the incident site to the temporary morgue, is of the upmost importance. In order to track human remains, body bag tags will be utilized

in addition to maintaining a chain of custody. It is necessary that body bag tags are linked to associated remains until collection by authorized mortuary personnel.

- The incident site (while human remains are still there) and the temporary morgue should be fully secured, at all times, with access limited to a minimal number of approved staff.

5. Organization and Assignment of Responsibilities

The Saint Paul Community Health Center will have the primary responsibility to advise the Medical Branch Representatives on all things relating to activities that are associated with lifesaving; treatment, transport, and evacuation of the injured; behavioral health; mass distribution of prophylactic vaccinations; disposition of the dead; and disease control activities related to sanitation and preventing contamination of water and food supplies, etc., during response and recovery operations.

A. City Manager

- Oversee strategic long-term planning and coordination of mass casualty needs within the City during an emergency or disaster.
- Confirm the number of fatalities and to determine the scope of the mass fatality incident(s).
- Coordinate with the AKSMEO's office to establish staging areas and temporary morgue facilities for mass fatality incidents that exceed or are expected to exceed local capacity.
- Forward a request for DMORT support to the SEOC.

B. PIO

- Use every means possible to notify the public of the location and anticipated medical facilities (both primary and temporary).

C. Public Safety Department

- Coordinate security at temporary mortuary facilities.
- Coordinate the recovery and transfer of human remains during a mass fatality incident.

Functional Annex F: Logistics and Resource Management

1. Purpose

This Annex will provide guidance and outline procedures for obtaining, managing, allocating, and monitoring the use of resources prior to, during, and after emergency situations or when such situations appear imminent.

2. Situation

- All emergency response agencies manage equipment, facilities, and supplies to accomplish their day-to-day tasks. Large incidents, however, can require more specialized resources than the responding agencies may have available.
- A major disaster or emergency may overwhelm the capabilities and exhaust the resources of the City.

3. Assumptions

- The City has will turn to local organizations that can supply resources in the event of a disaster.

4. Limitations

- There are a limited number of resources available on Saint Paul Island.
- Outside resources may take days, or in extreme cases, weeks to arrive, and the City has little control over logistics beyond its borders.

5. Concept of Operations

A. General

- Resources will be inventoried, prioritized, and used in the most efficient manner possible, and will be applied to functions and areas of greatest need.
- Acquisitions and purchases dedicated to saving life or property during an emergency will be given priority.
- Each household in the City is encouraged to develop family disaster and emergency communication plans and to maintain essential supplies to be self-sufficient for at least fourteen days.
- In the event all local resources are committed, assistance will be sought from the private sector, individuals, and local organization.
- The Finance Department has established procedures for emergency purchasing and contracting.
- Normal procurement procedures may be suspended during an emergency, although existing agreements and procedures should be used whenever feasible.
- The EOC may request additional resources from the SEOC after all available City resources have been exhausted.
- During an emergency, the City Manager may request Department Directors suspend functions that do not contribute directly to response actions.

- The City Manager may invoke temporary controls on local resources and establish priorities during an emergency. These may include fuel, food, shelter, and other resources necessary for human needs. If this situation occurs, the City will endeavor to cooperate with the private sector and with the State in encouraging voluntary controls and to enforce mandatory controls when necessary.
- Early and accurate documentation of costs and damage estimates are essential to the application for potential reimbursement from State or Federal disaster assistance.
- At the close of an incident, all loaned equipment will be returned to its owners.

6. Organization and Assignment of Responsibilities

The ICS structure includes a Logistics Section, which is responsible for obtaining and maintaining personnel, facilities, equipment, and supplies committed to the emergency operation.

A. City Manager

- The City Manager is responsible for managing emergency resources at the incident site and shall be assisted by a staff commensurate with the tasks to be performed and resources committed to the operation.
- The City Manager will determine the need to establish a Logistics Section. This decision is usually based on the size and anticipated duration of the incident and the complexity of support.
- Coordinate overall disaster response during major emergency.
- Assign Logistics Section to facilitate resource acquisition, if needed.
- Adjudicate competing resource needs.
- Establish limits on resource consumption.
- Limit functions that consume resources and do not directly support emergency operations.

B. Finance Department

- Assign personnel to manage donations requests, including staff and volunteers.
- Facilitate acquisition of all supplies, equipment, and services necessary in support of response effort.
- Arrange for timely reimbursement of private vendors who supplied equipment; a list should be available from the EOC or IC.

Functional Annex G: Mass Care and Sheltering

1. Purpose

This annex provides information regarding the location, establishment, and operation of shelters and congregate care facilities during emergency situations.

2. Situation

The City could easily overwhelm their resources during any season if the need arose to shelter a large number of people.

3. Assumptions

- Most evacuees will be able to seek shelter with family or friends.
- In some instances, a portion of the community may seek warming and feeding shelter.
- In some instances, a portion of the community may seek overnight shelter.
- During large-scale incidents, State and Federal agencies may be able to provide assistance with sheltering; however, it will take some time before either option could be possible on Saint Paul Island.
- The potential shelters listed would be available only after being inspected for damage and verified safe for occupants.

4. Limitations

- Survival supplies are not available at the shelter.
- Structural damage may limit the use of the shelter after an earthquake, flood, or severe weather.
- Staffing and operating a shelter will require volunteers from the community.

5. Concept of Operations

A. General

- The City will carry out mass care of emergency/disaster survivors. This may be accomplished through the Department of Public Safety in coordination with other local organizations.
- A vital element of any emergency/disaster relief effort is the assistance provided to local government(s) by other local organizations in the distribution of food, medicine, and supplies; the provision of emergency shelter; and the restoration of community services.
- The number of people to be sheltered depends on the type of situation and time of year. Experience has dictated that people generally look at public shelters as a last resort, preferring to stay with friends or relatives if that option is available. Disaster events requiring the sheltering of only a few individuals or families may be handled through volunteer organizations or churches within the community. Major events such as widespread flooding of residential areas would require an extensive sheltering effort by the local government. It will require a coordinated effort on the part of all public officials and volunteer agencies and will normally require activation of the EOC.

- Once the EOC has been activated to address a sheltering emergency, the City Manager will request a community volunteer to serve as the Shelter Coordinator.
- The selection of shelter sites that will be used for emergencies or disaster situations is the responsibility of the City Manager or his designee. In making this decision, the City Manager must determine that the proposed shelter is available for use, accessible, and that sufficient personnel and supplies are available to operate the facility.
- The City has pre-identified a number of potential sites as warming/feeding shelters. There are very limited overnight shelters pre-identified as it is expected that most residents will seek shelter with friends and family.

Location	Warming & Feeding	Overnight	Generator	Kitchen	Bathroom	Shower
City Recreation Hall	X		X	X	X	X
Trident Seafood Plant	X	X	X	X	X	X
Senior Center	X	X		X	X	X
Tribal Government Office	X		X	X	X	
National Weather Service Main Building	X	X		X	X	X
US Coast Guard Station	X	X		X	X	X
NOAA Staff Quarters	X	X		X	X	X
TDX Poss Camp/King Eider Hotel	X	X	X	X	X	X

6. Organization and Assignment of Responsibilities

A. City Manager

- The decision on whether to open public shelters rests with the City Manager. If the City Manager is unavailable, then the Mayor may make the decision.

B. Shelter Coordinator

- Keep the City Manager apprised of their operational status and any requirements they may have for additional personnel or supplies.
- Provide security for the selected shelter sites.

C. Public Information Officer

- Use every means possible to notify the public of the location and anticipated opening of the shelter.

D. Logistics Chief

- Handles requests for additional supplies such as equipment, food, etc., needed within the shelters.

E. Community Volunteers

- Any available volunteers will be asked to manage the shelters and congregate care facilities once the evacuees have reached the designated sites.

Functional Annex H: Warning

1. Purpose

The purpose of this Annex is to describe the framework for warning residents of Saint Paul Island to prepare for and respond to emergency situations to prevent loss of life and minimize damage caused by a disaster. Emergency public information is discussed in Annex D.

2. Situation

- The need to warn the public is common to all disasters.
- Disasters vary markedly in predictability and speed of onset. Time available for notifying the public ranges from ample to none.
- The City has many mechanisms for warning the public of impending disaster situations.

3. Assumptions

- The City will maintain a warning system and practice callout drills.
- Due to the redundancy of warning methods used by the City, most residents will receive some notification of an impending disaster.
- In some types of disasters, public warning might be the only operational response possible.
- No single warning system can guarantee contact with all vulnerable residents for every hazard.
- The City will utilize Nixle, the local radio station KUHB 91.9, the internet, and social media (primarily Facebook) to provide updates and supplemental information to residents following the dissemination of a warning message.

4. Limitations

- It is unknown whether there will be sufficient time and if the event will be a localized emergency to warn residents.
- The City Manager and Department of Public Safety personnel are the only persons trained and authorized to activate the All-Hazards Alert Broadcasting Siren System.

5. Concept of Operations

A. General

- Citizens have the responsibility to prepare themselves and their families to cope with emergencies and to manage their affairs in ways that will aid the City in managing emergencies. The City will assist residents in carrying out these responsibilities by providing public information and instructions before, during, and after emergencies.
- The City will ensure that emergency notifications include methods accessible to persons with disabilities including: door-to-door notifications, mobile loudspeakers, or other available means such as social media (Facebook), internet (City webpage).
- The City maintains sirens as a dedicated physical warning system which are tested weekly.
- Communications with the Emergency Alert System (EAS) activation station(s) will be maintained.

- Local watches, warnings and alerts of all levels are relayed through the National Weather System (NWS) and rebroadcast through Nixle. The City monitors the National Alert and Warning System for imminent hazards or threats with local implications.
- The National Oceanic and Atmospheric Administration (NOAA) weather radio system may be used to augment dissemination of specific warning or emergency information.
- The City will endeavor to release timely and accurate emergency information to the public concerning emergency preparedness, response, and recovery in a cooperative effort with the media.

B. Receipt of Warning

- The City Department of Public Safety monitors warning networks, including NOAA, FEMA, the Alaska Emergency Alert System, the Alaska Volcano Observatory, and the Alaska Tsunami Warning Center.

C. Dissemination of Warning

- The warning will come directly to the City Manager or his designee. When a warning is received, the City Manager will follow the procedures outlined below:
    - Determines whether an immediate warning needs to be disseminated, and outdoor sirens needs to be activated.
    - Has the authority to issue an immediate warning.
    - Activates the All-Hazards Alert Broadcast siren system with the appropriate Warning Signal, along with the appropriate message. (See Message Table on page FA25)
- If the arrival of a tsunami/other catastrophic event is estimated to be within a relatively short time (< 2 hours), the City Manager will notify the PIO. The primary means of notification to the public will be voice enhanced siren signals, which will be backed up by the local radio station KUHB 91.9. The PIO will be responsible to notify each entity.
- If the estimated arrival time of the tsunami/other catastrophic event is several hours or more away, the EOC will be activated, and the City Manager will collaborate with the PIO to issue notifications as soon as reasonably possible.
- Secondary means of disseminating the warning is by going door-to-door.

D. Consideration has been given as to how to effectively reach special populations.

- A list of residents with access and/or functional needs, those who are physically challenged, or those homebound, is maintained by the City Clerk.
- If a threat occurs during school hours, family will be notified by the school through the Saint Paul School's standard emergency notification protocols.
- Tourists will be notified by sirens, and through tour manager or hotel personnel.

Type	Message	Tone
Tsunami Warning	Attention: This is a test of the City of Saint Paul's early warning system. This is only a test. If this were an actual emergency, further instructions will be sent out via NIXLE and on KUHB. This is only a test.	Alt Steady
Evacuation	Attention: A Tsunami Warning has been issued for Saint Paul Island. Move to high ground immediately. See NIXLE emergency message or tune to KUHB for details.	Alt Steady
High Wind Warning	Attention: The City has issued an Immediate Evacuation notice for Saint Paul Island. See NIXLE emergency message or tune to KUHB for details.	Alt Steady
Shelter in Place	Attention: A High Wind Warning has been issued for Saint Paul Island. See NIXLE emergency message or tune to KUHB for details.	Alt Steady
Tsunami Warning Canceled	Attention: The City has issued an alert to Shelter in Place due to an incident on Saint Paul Island. See NIXLE emergency message or tune to KUHB for details.	None
Fire	Attention: The tsunami warning has been cancelled. You may return to low lying areas. See NIXLE emergency message or tune to KUHB for details.	Alt Steady
Blizzard Warning	Attention: The City has issued an alert that a structural or grass fire is occurring. Fire personnel please respond immediately. See NIXLE emergency message or tune to KUHB for details.	Alt Steady
Amber Alert	Attention: An Amber Alert has been issued for Saint Paul Island meaning a child has been abducted or is missing. See NIXLE emergency message or tune to KUHB for details.	Pulsed Steady

6. Organization and Assignment of Responsibilities

A. City Manager

The person who has overall responsibility for Warning is the City Manager or his designee. The City Manager is responsible for:

- Writing pre-scripted warning messages.
- Determining the need and timeframe to warn citizens.
- Disseminating warnings.

B. Department of Public Safety

- Department of Public Safety staff, including Village Public Safety Officers, and Volunteer EMS/Fire Department personnel will be requested to assist in dissemination of warnings.

C. Administration

The City Clerk is responsible for:

- Maintaining an updated list of Functional Needs Citizens.
- Maintaining an updated personnel roster for call-out procedures.

SECTION 3:
HAZARD-SPECIFIC ANNEXES

Section 3 contains the following Hazard Annexes in alphabetical order:

Hazard Annex A: Earthquake

Hazard Annex B: Flooding

Hazard Annex C: Hazardous Materials

Hazard Annex D: Infectious Disease/Pandemic

Hazard Annex E: Severe Weather

Hazard Annex F: Tsunami

Hazard Annex G: Volcano

Hazard Annex H: Wildfire

Hazard Annex I: Information Security Breach

Each Hazard Annex adheres to the following structure:

1. Scope
2. Situation and Assumptions
3. Operations
4. Actions
    a. Preparedness Phase
    b. Warning Phase
    c. Response Phase
    d. Recovery Phase

Hazard Annex A: Earthquake

1. Scope

The Alaska Earthquake Center describes the central region of the Bering Sea as virtually aseismic, (lacking earthquake activity) and Alaska's Division of Geological and Geophysical Surveys does not have a fault mapped within several hundred miles of the Pribilof Islands. The closest mapped fault is the Alaska-Aleut Megathrust subduction zone fault, over 350 miles to the south. A large earthquake at this fault zone could be strong enough to impact Saint Paul Island. However, Saint Paul Island could also be impacted by earthquake swarms, or a series of earthquakes that is different from a typical mainshock-aftershock sequence and can occur in areas not typically associated with a fault line. The Alaska Earthquake Center lists three earthquakes over 5.0 magnitude that occurred in the Bering Sea from 1991 through 2021:

- 1991: A M 6.5 earthquake in the Bering Sea was felt on Saint Paul Island, Pribilof Islands and at Adak, Andreanof Islands. It caused a small tsunami.
- 2010: Bering Sea Earthquakes (M 6.5 and 6.3) (approximately 330 miles from the City of Saint Paul)
- 2015: Pribilof Island Swarm; more than 100 events were recorded with M between 2.8 and 5.4.

The City of Saint Paul is vulnerable to ground shaking from an earthquake and the entire community is in an area of moderate perceived ground shaking hazard. For City of Saint Paul residents, moderate shaking potential can cause light damage to buildings, especially those that are not built to withstand earthquakes.

In addition to ground motion, several secondary hazards can occur from earthquakes, such as:

- Surface faulting, which can be significant along fault lines, causing severe damage to linear structures.
- Liquefaction occurs when seismic waves pass through saturated granular soil, distorting its granular structure and causing some of the empty spaces between granules to collapse. Pore water pressure (the pressure of groundwater held within a soil or rock, in gaps between particles - pores) may also increase sufficiently to cause the soil to behave like a fluid for a brief period and cause deformations. Liquefaction can cause severe damage to property.
- Landslides/debris flows such as rock falls, rockslides, and soil slides. Debris flows are created when surface soil on steep slopes becomes totally saturated with water. Once the soil liquefies, it loses the ability to hold together and can flow downhill at very high speeds, taking vegetation and/or structures with it. Slide risks increase after an earthquake during a wet winter.

2. Situation and Assumptions

- Extensive damage could occur to all forms of transportation infrastructure. Blockages could also occur from debris and landslides.
- There may be outages or disruptions in all modern forms of communication.
- Electric transmission infrastructure within the disaster area could be shut down.

- Industrial/technological emergencies such as fires, explosions, and hazardous materials incidents could occur.
- All response assets will have degraded operational abilities.
- Disaster impacts have the potential to increase over time due to cascading effects and aftershocks.
- Aftershocks will cause a significant amount of additional damage during the response.
- Aftershocks may generate additional emergencies, fatalities, injuries, and unsafe structures.
- Response resources in the impacted area will have limited capability to function, and some impacted areas will be isolated. Emergency response capabilities may be hindered.
- Resources outside of the impacted area will have extended response times due to significant impact to transportation infrastructure. Some City employees may be unable to make it to work or the EOC.

3. Operations

The Response and EOC activation for an earthquake event will be dictated and driven by the scope and locations of the impacted areas. Most earthquake events would pose a major threat to the population or infrastructure depending on the location of the epicenter and magnitude. A catastrophic earthquake event will require every functional area on the island.

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

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

- Communications – Annex A – Processes and infrastructure are critical to operations as a means and mechanism for both the PIO function as well as a coordinated response to an earthquake event where many different agencies will be operating.
- PIO – Annex C – Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to an event. Locations of shelter(s) and status of infrastructure may be needed.
- Evacuation and Shelter-in-Place – Annex D – This function may be required on an area-to-area basis when conditions warrant the movement of people outside of the threat area.
- Mass Care and Sheltering – Annex G – Similar to Medical, an event that impacts a heavily populated area can dictate a large sheltering operation. Additionally, the loss of key infrastructure such as electricity to a large area can necessitate a large mass care operation. The mass care impact will increase over time with the continued loss of primary infrastructure.
- Health and Medical Services – Annex E – In an event that impacts a populated area, the public health and medical component could be a significant operation. A medical response may be required as well as longer term medical operations through DMORT and fatality management.
- Department of Public Works–The City's Department of Public Works' response will be a critical component to an event due to the nature of the operational capacities. The heavy equipment and machinery needed to move large volumes of material as well as the function in restoring key infrastructure is critical in this event. An earthquake event will have significant impact to

transportation routes and hubs. Combined with the debris issue, transportation can impede an effective response, bringing response materials into the affected area as well as distributing those resources to those in need.

- Oil and Hazardous Materials Spill Response –Industrial/technological emergencies such as fires, explosions, and hazardous materials incidents could occur.
- Debris Removal – Annex B – An event that occurs in or across populated or managed infrastructure (roads, etc.) will generate enormous amounts of debris. The management of that debris during a response, and the subsequent recovery will be a significant undertaking.

4. Actions

a. Preparedness Phase Actions

⇒ Maintain a current inventory - and restock as necessary - supplies for emergency personnel (special clothing, hard hats, road barriers, flashlights, batteries, barrier tape, rescue tools, etc.).

⇒ Review and update emergency communications capabilities and procedures with essential personnel.

⇒ Maintain a current inventory, including location(s) and operational requirements for, heavy equipment and supplies (trucks, bulldozers, front loaders, graders, plows, fuel, barricades, etc.).

⇒ Strategically pre-position supplies, equipment, fuel, and medical gear in safe areas, if appropriate.

⇒ Inventory auxiliary power equipment with rating and fuel supplies.

⇒ Maintain a list of non-current City employees with experience or credentials available on-call.

⇒ Perform routine inspections of generators and backup power systems.

b. Response Phase Actions

⇒ Activate IMT or EOC as appropriate.

⇒ Immediately dispatch resources to the incident to report back information, to provide situational awareness, and to satisfy any immediate response as needed.

⇒ Maintain public order and crowd control.

⇒ Secure evacuated area(s).

⇒ Secure shelter(s) or gathering area(s) if EOC establishes the need for them.

⇒ Conduct continued reconnaissance to maintain situational awareness.

⇒ Issue public safety announcements via Nixle, including:

- Warn citizens of the dangers of weakened or collapsing buildings.
- Advise the public to remain outdoors until the safety of structures can be determined.

⇒ If available, send building inspectors or structural engineer to evaluate the safety of critical infrastructure and essential buildings [i.e., EOC, clinic, public utilities, shelters, school, etc.].

⇒ Determine the condition of the airport, the harbor, power plant, water wells and water treatment facility, bulk fuel farm, grocery store, health center, and Trident ammonia tanks. Based on information, prioritize response efforts with the limited or constrained resources available. Be prepared to report the status to the IC who will report this information to the SEOC.

⇒ For repair and disinfection of the City's Water and Wastewater Utility, refer to the ***City of Saint Paul's Standard Operating Procedure for Emergency Repair of Water Mains***

⇒ If conditions warrant, request that the Mayor sign a local emergency declaration.

⇒ Account for all people in the community.

⇒ Issue evacuation orders as appropriate.

⇒ Evaluate and conduct SAR efforts, if warranted.

⇒ Request medical response team from Saint Paul Community Health Center, if warranted.

⇒ Control fires and HazMat releases.

⇒ Coordinate establishing safe locations for emergency medical care and considerations of mass causality procedures with Saint Paul Community Health Center. Arrange for medical evacuations as needed.

⇒ Arrange for handling and identification of fatalities and mental health support services with the SEOC, if warranted.

⇒ Document all City equipment, material, supplies, and staff time involved with the emergency.

c. Recovery Phase Actions

⇒ Continue reconnaissance to maintain situational awareness of the extent of damage and loss of infrastructure

⇒ Coordinate recovery activities with State and Federal relief agencies.

⇒ Be prepared to report status to the SEOC if State assistance is required.

⇒ Coordinate non-local support requirements with the SEOC.

⇒ Arrange for emergency housing as necessary.

⇒ Establish disaster aid center to process applications for FEMA Individual Assistance (IA) for individuals and families.

⇒ Request special personnel as needed, such as clergy, counselors, technicians, retired medical personnel, etc.

⇒ When safe access is established, arrange for the return of evacuees to assess damages.

⇒ Initiate services to help victims cope with the situation, and to provide food, clothing, basic supplies, and temporary shelter for people displaced by the disaster.

⇒ Provide monetary figures to the SEOC necessary to support a request for disaster declaration.

⇒ Arrange for debris clearance.

⇒ Work to restore damaged transportation systems (runways, roadways, and harbor facilities).

⇒ Perform an assessment of critical infrastructure for the safety of operators/occupants.

⇒ Survey safety hazards and undertake corrective measures, including a health and sanitation survey and disease prevention measures.

⇒ Initiate immediate and long-range rehabilitation measures and programs.

⇒ Continue to restore and maintain essential public utilities and facilities.

⇒ Perform and document damage assessments.

⇒ Provide FEMA Disaster Individual Assistance information to individuals and families.

⇒ Restore critical public utilities and facilities.

⇒ Continue to disseminate public information regarding ongoing hazards and relief efforts.

Restoration of services are prioritized in the following list of services. These are general guidelines for returning the City to operational and economic normalcy following an earthquake.

Type of Service	Priority 1	Priority 2	Priority 3
Communications	Emergency response EOC	Essential phone circuits Public radio	
Facilities	EOC Fire Station Health Center Shelter City Hall School	Grocery Store Tribal Government offices City South & North Docks	NOAA NWS Coast Guard Businesses
Energy (Power to:)	Fuel Pumps Water pumps Lift station pumps EOC Shelter Health Center School Sewer	Heating/cooking Public facilities	Homes Businesses
Transportation	Primary routes Evacuation routes Airport	Secondary routes	
Equipment	Emergency generators Emergency response	Heavy equipment	

	vehicles		
Personnel	ICS staff Emergency response personnel	Workers essential to debris removal and construction	Personnel necessary for economic recovery
Water	Fire suppression Potable water Sanitation	Industrial processes Homes	

Hazard Annex B: Flooding

1. Scope

The low lying and exposed shoreline of Saint Paul Island is most vulnerable to storm surge, including high surf with the possibility of over 50-foot waves, caused by coastal storms. Storm surge is caused by coastal storms when a low-pressure weather system draws water toward the storm's center creating a bulge of water that moves with the storm. Flooding occurs when the bulge or storm surge meets up with land and is worse when the timing of its arrival coincides with a high tide. Other factors that influence the amount of flooding experienced are the shape and orientation of the coast relative to the oncoming storm. Along Saint Paul Island's coastline, sea level rise combined with a shift in the timing and extent of sea ice and storm surge have caused flooding. Climate change may result in sea level rise, more frequent and destructive storm surges, and increased flooding.

2. Situation and Assumptions

Flooding on Saint Paul Island is predominantly caused from severe cyclonic or typhoon storms which can also cause tidal surges and coastal flooding. Water and debris can inundate the water utility facilities, thereby damaging equipment and structures and causing power outages. According to the 2019 Statewide Threat Assessment: Identification of Threats from Erosion, Flooding, and Thawing Permafrost in Remote Alaska Communities (included as a supporting document), Saint Paul Island ranks 59th in Flood Group 3 out of the 187 rural Alaska communities evaluated.

- Flooding events are largely seasonal and have some level of predictability.
- Flooding has historically occurred
    - Along Polovina Turnpike at Salt Lagoon. This portion of Polovina Turnpike is a vital transportation link as it is the only improved road connection between the community and the airport, public water supply wellfield, municipal landfill, and other areas north of town. This section of road is routinely damaged or destroyed by overtopping/erosion from storm surge or wave action during storm events. Utilities in this area include electric distribution to the airport, public water supply wellfield, and other facilities north of town; water transmission main from the public water supply wellfield to the community's water storage tanks; and telecommunications lines.
    - Polovina Turnpike and Bartlett Boulevard intersection. Homes, businesses, and the community health clinic are located along the north side of Bartlett Boulevard. Storm surge from easterly storms can inundate the lowlands to the southeast of this intersection and overtopping of the intersection and flooding of these facilities becomes more probable with rising local sea level.
    - Polovina Turnpike extension from Cliffside Drive to Rimrock Drive. The 2018 extension of Polovina Turnpike from Bartlett Boulevard to Cliffside Drive has been effective flood mitigation for adjacent areas. However, Polovina south to Rimrock needs improved flood protection to sewer collection mains, homes and private property along Rimrock Drive from storm surge and wave action events.

- Frequent storms and adverse wave climate in the entrance channel and harbor have resulted in routine overtopping of the breakwater, damage to moored vessels, and flooding of the harbormaster's office.

3. Operations

Response and EOC activation for a flood event will be dictated and driven by the scope and locations of the impacted areas. Many flooding events do not pose a major threat to the population or infrastructure.

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

- Warning – Annex H – Warning is a key capability in this event response both in a notice and no-notice event.
- Communications – Annex A – Processes and infrastructure are critical to operations as a means and mechanism for both the PIO function as well as a coordinated response to a flooding event where many different agencies may be operating.
- PIO – Annex C – Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to an event.
- Evacuation and Shelter-in-Place – Annex D – This function may be required if flooding conditions warrant the movement of people outside of the potential threat area. Evacuations in a flooding event need to be coordinated carefully to avoid congestion of residents travelling out of the area.
- Mass Care and Sheltering – Annex G – Similar to Medical, an event that impacts a heavily populated area can dictate a large sheltering operation. Additionally, the loss of key infrastructure such as electricity to a large area can necessitate a large mass care operation.
- Health and Medical Services – Annex E – In an event that impacts a populated area, the public health and medical component could be a significant operation. A medical response may be required as well as longer term medical operations through DMORT and fatality management.
- The City's Public Works Department will be a critical component to an event due to the nature of the operational capacities. The heavy equipment and machinery needed to move large volumes of material as well as the function in restoring key infrastructure is critical in this event.
- Debris Removal – Annex B– A flood event that occurs in or across populated or managed infrastructure (roads, etc.) will generate debris. The management of that debris during a response, and the subsequent recovery will be a significant undertaking. The debris may be mixed beach wood, marine debris, rocks, foam, and harbor materials.

NWS can provide Impact Decision Support Services before and during an event or incident. A NWS forecaster can be requested by the EOC to provide support and weather briefings to EOC staff. This includes SPOT Weather Forecast requests (Spot Forecast Request (weather.gov). NWS staff are available 24 hours a day to provide specific information and support. This support can include:

- Provision and interpretation of current and forecast conditions.
- Trajectory/dispersion modeling (HYSPLIT).
- Additional data collection such as special weather balloon launches.
- On-site support for additional meteorological interpretation and data collection.

4. Actions

a. Preparedness Phase

⇒ Maintain a current inventory - and restock as necessary - supplies for emergency personnel (special clothing, hard hats, road barriers, flashlights, batteries, barrier tape, rescue tools, etc.).

⇒ Review and update emergency communications capabilities and procedures with essential personnel.

⇒ Maintain a current inventory, including location(s) and operational requirements for, heavy equipment and supplies (trucks, bulldozers, front loaders, graders, plows, fuel, barricades, etc.).

⇒ Strategically pre-position supplies, equipment, fuel, and medical gear in safe areas, if appropriate.

⇒ Inventory auxiliary power equipment with rating and fuel supplies.

⇒ Maintain a list of non-current City employees with experience or credentials available on-call.

⇒ Perform routine inspections of generators and backup power systems.

b. Warning Phase

⇒ Receive and evaluate forecasts and predictions.

⇒ Identify areas, facilities, infrastructure, and people at risk.

⇒ Anticipate flood levels and timeline.

⇒ Anticipate areas at risk.

⇒ Estimate how much warning time will elapse.

⇒ Determine what measures can be taken to eliminate obstructions or otherwise aid the run-off of water.

⇒ Evaluate status of existing flood control devices and barriers.

⇒ Evaluate need for evacuation, relocation, and sheltering.

⇒ Issue Public Service Announcements if needed.

⇒ Disseminate public information using Nixle about areas at risk, evacuation routes, and shelter(s).

⇒ Inventory heavy equipment, vehicles, and vessels for use in response and recovery.

⇒ Pre-position emergency equipment, fuel, and medical supplies from threatened areas to higher ground.

⇒ Establish EOC, if necessary.

c. Response Phase

⇒ Establish a watch/observation system for flood progression/recession.

⇒ Conduct reconnaissance in flooded areas.

⇒ Evaluate and conduct SAR efforts, if warranted.

⇒ Arrange for handling and identification of fatalities and mental health support services with the AKSMEO, if warranted.

⇒ Limit travel/recreation in impacted areas.

⇒ Establish shelter or care station.

⇒ Evacuate residents, if necessary.

⇒ Facilitate relocation of special needs residents.

⇒ Secure evacuated areas.

⇒ Establish safe location for emergency medical care.

⇒ If conditions warrant, request that the City Manager sign a local emergency declaration.

⇒ Request State declaration of disaster emergency if conditions warrant.

⇒ Be prepared to report status to the SEOC if State assistance is required.

⇒ Coordinate non-local support requirements with the SEOC.

⇒ Continue to disseminate public information, warnings, and instructions through Nixle.

d. Recovery Phase

⇒ Coordinate recovery activities with state and federal agencies.

⇒ Identify safety hazards and undertake corrective action.

⇒ Conduct health and sanitation surveys.

⇒ Initiate disease prevention measures.

⇒ Arrange for debris clearance, especially in culverts/drainage areas.

⇒ Perform damage assessments, post-incident cleanup, and utilities restoration.

⇒ Arrange for emergency housing as necessary.

⇒ Request special personnel, such as clergy, counselors, technicians, retired medical.

⇒ When safe access is established, alert the PIO to communicate with the public.

⇒ Provide FEMA Disaster Individual Assistance information to individuals and families.

⇒ Provide estimated monetary figures to SEOC necessary to support a request for disaster declaration.

⇒ Complete and submit necessary reports and paperwork to appropriate agencies.

⇒ Provide access control for reentry.

⇒ Work to restore damaged transportation systems (runway, roadways, and harbor facilities).

⇒ Continue to disseminate public information through Nixle regarding ongoing hazards and relief efforts.

Hazard Annex C: Hazardous Materials Spills

1. Scope

This Annex provides for a coordinated emergency response by the City, industry, and others to mitigate the adverse effects on the population and environment resulting from an uncontrollable release of/or exposure to hazardous materials (hazmat).

2. Situation and Assumptions

- Hazardous materials pose a potential threat to a community at both fixed facilities and during transport.
- Numerous facilities use and transport chemicals which pose threats to public and private sectors. They routinely provide Safety Data Sheets (SDSs) (formerly known as material safety data sheets - MSDS) to supporting fire departments which are responsible for training fire fighters who respond to hazmat incidents.
- Over 400 hazardous materials have been identified by the U.S. Environmental Protection Agency (EPA) as subject to the requirements for the Superfund Amendments and Reauthorization Act of 1986 (SARA) Title III.
- The City Public Safety Department has a list of hazardous material storage locations on Saint Paul Island.
- Private agencies involved in the manufacture, use, storage, and transportation of hazardous materials will cooperate with the City in preparing for response to hazardous materials incidents.
- Hazardous materials release/oil spills are unique not only due to their complex nature, but also due to the overlapping jurisdictional concerns and statutory mandates involved.
- Significant cooperation and coordination will be required between multiple local, State, and Federal public safety and environmental organization to ensure successful operations.
- The response to these spills must be quantitative, measured, and verifiable due to potential litigation which may come at a later date. In this instance, accurate record keeping and maintenance is important.
- Safety of all responders is the number one priority.
- Emergency response personnel will be trained in hazardous materials control (within the capabilities and resources available and based on known local hazards).

3. Operations

A. General

- The initial report should be investigated by the first responding agency. That First On-Scene Responder must act quickly.
- Initial reports of an incident rarely reflect the true nature of the situation. The worst situation must be assumed, and an objective on-the-scene evaluation and assessment must be made as soon as possible.
- It may not be immediately possible to identify the hazardous or toxic materials or chemicals involved in the spill, although every attempt should be made to do so. Stay UPWIND, UPHILL, and/or UPSTREAM at a safe distance. Look for information on labels, shipping paper, placards, license plate numbers, tank/container types, etc.
- Emergency response personnel should always assume the materials are highly toxic, even in small quantities, and take protective action.

- All facilities subject to the provisions of SARA Title III are required to immediately notify the City and the SERC if there is a release of a listed hazardous material that exceeds the reportable quantity for that material. The initial notification can be by telephone, radio, or in person. Emergency notification requirements involving transportation incidents can be satisfied by calling the central district office of ADEC at 907-269-3063, or calling the ADEC spill hotline, 1-800- 478-9300.
- Hazardous material emergency response personnel will operate as a team and will function under the concept of the ICS as described in the Base Plan under Direction and Control.
- If the City determines not to have the equipment, personnel, or expertise necessary to handle a particular hazardous material incident, assistance will be requested.
- The EOC may be activated in support of the on-site IC if the hazardous material incident is of such magnitude as to pose a threat to human life or have a significant impact upon the environment.
- During the response, if evacuation of the public (or a community) is necessary to save lives and property, the City Manager may order this action.
- Public information and media relations will be given priority attention, especially for any hazardous material incident that will, or is likely to, affect the public.
- Cleanup and removal of the hazardous material involved in an incident will be monitored by the City according to local, State, and Federal guidelines.
- If a hazardous material incident or release occurs on private property, the owner or operator thereof may undertake the emergency response. If the owner or operator does not undertake such emergency response, or if in the judgment of the City Manager there exists an imminent danger to the public health and safety, the DERA should initiate an appropriate emergency response.
- Tier II forms are required to be on file with the State of Alaska. Facilities experiencing a hazardous material incident are advised to check with the ADEC to review their Tier II forms.
- State involvement for disaster damage assessment, emergency response, and recovery processes will be coordinated by the ADEC.

B. Specific

- For oil and gas spills on either land or water, refer to the ***Pribilof Islands Wildlife Protection Guidelines for Oil Spill Response Plan*** and the ***City of Saint Paul Bulk Fuel Storage Facility Oil Discharge Prevention and Contingency Plan.***
- For ammonia spills, refer to ***Trident Seafoods' Anhydrous Ammonia Emergency Action Plan***.
- For Jet A fuel spills, refer to ***TDX Saint Paul Fuel's Spill Response Plan***.
- The Alaska Department of Environmental Conservation (ADEC), Environmental Protection Agency (EPA) – Region 10, and the United States Coast Guard (USCG) manage response operations in accordance with the ***Alaska Regional Contingency Plan (RCP) and the Arctic & Western Alaska Area Plans***. https://dec.alaska.gov/spar/ppr/contingency-plans/response-plans/arctic-western-area/

4. Actions

a. Preparedness Phase

⇒ Have vital equipment in condition necessary for response.
⇒ Update plans and operating procedures to ensure a coordinated response effort.
⇒ Train and perform regular hazmat response drills.

⇒ Locate and document locations of stored hazardous materials.

b. Response Phase

⇒ Ensure clear communication between all responders and groups involved.
⇒ Provide IC and PIO with appropriate information.
⇒ Identify hazardous materials involved.
⇒ Mobilize response resources, ensuring they have adequate personal protective equipment (PPE).
⇒ Establish command structure and appoint a Safety Officer.
⇒ Direct and control on-scene response activity.
⇒ Initiate a warning and alert, if appropriate.
⇒ Disseminate public information.
⇒ Contact ADEC for assistance and information regarding health dangers and population protection.
⇒ Provide support for response effort, including equipment and manpower.
⇒ Establish a decontamination area for exposure victims, if necessary.
⇒ Isolate the area to ensure the safety of all persons.
⇒ Is it appropriate to shelter-in-place?
⇒ Initiate perimeter control. Establish roadblocks, if needed.
⇒ Identify evacuation routes out of the contaminated areas.
⇒ Assist in evacuation, if necessary.
⇒ Provide support for response effort, including equipment and manpower.
⇒ Monitor City's water supply to ensure no contamination.

c. Recovery Phase

⇒ When feasible, restore the incident area to a safe condition, and return evacuees as appropriate.
⇒ Document the cost of material and labor involved with the emergency.
⇒ Restore and maintain essential services.
⇒ Restock supplies and equipment used in the response, and return borrowed equipment after proper cleaning/inspection.
⇒ Assist in ensuring all hazardous materials have been disposed of or neutralized.
⇒ Assist in disposal of contaminated products.

Hazard Annex D: Infectious Disease/Pandemic

1. Scope

This annex provides a framework for infectious disease-specific preparedness and response activities and serves as a foundation for further planning and emergency preparedness activities. Additionally, this annex does not replace the responsibility for health clinics to develop appropriate policies and procedures for their response. The Saint Paul Community Health Center Emergency Action Plan is included in Section 4. A disease is a pathological condition of a part, organ, or system of a living organism resulting from various causes (e.g., infection or exposure to toxins) and characterized by an identifiable group of signs or symptoms. The major concern here is an epidemic, when a disease affects a disproportionally large number of individuals within a population, community, or region at the same time, or pandemic that affects the world.Infectious diseases are diseases caused by a pathogen that enters the body, triggering development of an infection. Such pathogens may include bacteria, viruses, fungi, or parasites. Infectious diseases can have a range of causes and are often contagious or communicable, meaning they can be passed from person to person. They can be transmitted through numerous modes, including direct contact (person-to-person, animal-to-person, or mother-to-unborn child), insect bites, food and water contamination, or airborne inhalation. Many infectious diseases can make the body vulnerable to secondary infections, which are caused by other organisms taking advantage of an already weakened immune system.According to the Global Health Council, over 9.5 million people die each year from infectious diseases. Although progress has been made to control or eradicate many infectious diseases, humans remain vulnerable to many new emerging organisms (such as the coronavirus disease 2019 [COVID-19] caused by severe acute respiratory syndrome coronavirus-2 [SARS-CoV-2]) a novel coronavirus discovered in 2019). In addition, previously recognized pathogens can evolve to become resistant to available antibiotics and other treatments. For example, malaria, tuberculosis, and bacterial pneumonias are appearing in new forms that are resistant to drug treatments. The spread of infectious diseases also increases with population growth and the ease of travel.The State of Alaska Department of Health and Social Services, Division of Public Health has established a list of 19 infectious diseases requiring healthcare providers to report immediately and 49 additional infectious diseases with routine reporting (i.e., within 2 working days). These diseases are those of public interest by reason of their communicability, severity, or frequency.When a disease affects a greater portion of the population than would normally be expected, it is called either an outbreak (if limited in geography) or an epidemic. An epidemic that spreads across countries or continents is called a pandemic. Depending on the organism, outbreaks, epidemics, or pandemics may be considered public health emergencies that require timely implementation of appropriate control measures. Such emergencies are commonly addressed through quarantine and immunization.

2. Situation and Assumptions

- The entire City of Saint Paul is susceptible to infectious diseases.
- Pandemic influenza, or a global outbreak of a new influenza virus, could also impact Saint Paul Island residents.
- The impact of a pandemic outbreak could be significant, but the occurrence of such an outbreak cannot be predicted with certainty.
- Each infectious disease has a different pathogenicity, which can affect the probability of occurrence and the extent of occurrence. In addition, infectious diseases are affected by

factors such as environmental changes; human behavior and demographics; and technological advancement.

The planning assumptions below are based on the CDC's 2017 Update to the Pandemic Influenza Plan. Although these assumptions represent the conditions that occur during a pandemic influenza event, many of the assumptions would also apply should a non-influenza pandemic occur.

A. Delays in the availability of vaccines and shortages of antiviral drugs are likely, particularly in the early phases of the pandemic. Non-Pharmaceutical Interventions (NPIs) will be the principle means of disease control until adequate supplies of vaccines and/or antiviral medications are available. NPIs that all people should practice at all times are particularly important during a pandemic and include: staying home when sick, covering coughs and sneezes, frequent and appropriate hand washing, and routine cleaning of frequently touched surfaces.

B. The seasonality of a pandemic cannot be predicted with certainty. Although seasonal, non-pandemic influenza typically peaks in winter, cases of pandemic flu have been observed year-round.

C. The virus will have the ability to spread rapidly worldwide.

D. If the pandemic is characterized by severe disease, it will have the potential to disrupt national, state, and Borough community infrastructures (including health care, transportation, commerce, utilities, and public safety) due to widespread illness, absenteeism, death among employees and their families, as well as concern about ongoing exposure to the virus.

E. During a pandemic, infection in a localized area can last about six to eight weeks. At least two pandemic disease waves may occur.

F. The percentage of the population that becomes infected could range from 20% to 30% of the population, but rates will vary.

G. The typical incubation period (the time between acquiring the infection and becoming ill) for influenza averages two days (but can range from one to 14 days).

H. Of those who become ill with influenza, up to 50% will seek outpatient medical care. This could significantly tax the available local resources of the Saint Paul Community Health Center.

I. Risk groups for severe and fatal infections cannot be predicted with certainty. Although certain groups such as small children and the elderly are more likely to have complications due to seasonal influenza, pandemic influenza may disproportionately affect a different demographic.

J. Infected persons will shed the virus and may transmit it up to one day or more before the onset of illness and will continue to do so for five to seven additional days after becoming ill.

K. One or two secondary infections or more will occur because of transmission from someone who is ill.

L. Behavioral health and stress reactions are health risks in a pandemic that must be integrated into messages to mitigate individual psychological care, increase compliance with public health directives, and promote the resilience of the community population.

M. Pandemic events may cause major impacts to society (e.g., wide-spread restrictions on travel, closings of schools and businesses, cancellation of large public gatherings, etc.).

N. There is the potential for severe impact on the domestic and world economy during and after a pandemic.

3. Operations

The Alaska Division of Public Health Section of Public Health Nursing is responsible for protecting life from the effects of an infectious disease emergency. The State Chief Medical Officer will work closely with the State Governor. The EOC has the primary responsibility in the City for the management of an infectious disease emergency that occurs or impacts residents. The EOC is also responsible for coordinating amongst external agencies that also respond to an infectious disease emergency on the island. The EOC is also responsible for coordinating with local health and emergency officials as part of the response to an infectious disease emergency.

The EOC's top priorities during an infectious disease emergency are to: Protect the lives, health, and safety of residents, visitors, staff, and emergency responders;

- Ensure the security of the City and Island;
- Protect and restore critical infrastructure and key resources;
- Facilitate the recovery of impacted residents; and
- Restore City functions.

For each functional response area, see the corresponding functional annex within this EOP for concept of operations and roles and responsibilities of key agencies. Some of the primary functional areas that will need to be considered during a health crisis event include:

- Warning – Annex H – Warning is a key capability in this event response.
- Communications – Annex A – Processes and infrastructure are critical to operations as a means and mechanism for both the PIO function as well as a coordinated response to a health crisis event where many different agencies will be operating.
- PIO – Annex C – Public information is critical for information relating to avoidance of public areas by the public during the event.
- Evacuation and Shelter-in-Place – Annex D – This function may be required as an area-to-area basis to remove those threatened by the health crisis event or keep residents safe in their homes.
- Mass Care and Sheltering – Annex G – The mass care requirements for a large-scale health crisis will generally be a short-term operation to shelter those affected by the event (i.e., transients, visitors) or those displaced by its size and scope.
- Health and Medical Services – Annex E – A health crisis will often have a strong need for clinic and fatality management. A medical surge response may be required.

4. Actions

a. Warning Phase

⇒ The City Manager, or the EOC if activated, will be contacted by the State of Alaska DHSS who will disseminate protocols and safety practices provided by Federal Agencies.

⇒ Consider activating the EOC.

⇒ Notify SEOC of the situation. Keep the SEOC informed.

⇒ Contact Saint Paul Community Health Center for pre-planning coordination.

⇒ Disseminate public information through Nixle, including a description of the potential for a medical emergency and what residents can/should do.

b. Response Phase

⇒ Activate the EOC.

⇒ Notify Alaska DHS&EM of Health Crisis and have them stand by for assistance.

⇒ Contact Saint Paul Community Health Center for response.

⇒ Notify SEOC of the situation. Keep the SEOC informed.

⇒ If conditions warrant, request that the City Manager sign a local emergency declaration.

⇒ Request equipment and supplies from SEOC, as needed.

⇒ Request State declaration of disaster emergency if conditions warrant.

⇒ Disseminate public information such as:

- Description of the medical emergency.
- How can residents help?
- What should people do?
- Continue to disseminate public information as needed through Nixle.

c. Recovery Phase

⇒ Contact the State Department of Epidemiology to notify them that the crisis is over: (907) 269-8000 during business hours and (800) 478-0084 after hours.

⇒ Keep the SEOC informed.

⇒ Disseminate public information and announcements via Nixle, such as:

- Notice to residents that restrictions have been lifted.

Hazard Annex E: Severe Weather

1. Scope

Severe weather events can include the following:

A. **Winter storm:** Heavy snow can accumulate quickly. Winds and snow can combine to create white out, blizzard conditions throughout the island. Rain on top of snow or ice can create extremely icy, wet conditions. These kinds of storms can occur often throughout the winter. Residents and City staff are used to this weather and can handle a good deal of snow, wind, and ice on their own. It is only when one of these conditions becomes abnormally extreme that emergency operations planning for severe weather is important.

B. **Heavy snow and rain** occur frequently in coastal areas, and snowfall can accumulate 4 inches or more in 12 hours or less.

C. **Freezing rain and ice storms** occur when rain or drizzle freezes on surfaces and can cause damage to powerlines, pipelines, and other infrastructure. Ice storms can be the most devastating of winter weather phenomena and are often the cause of automobile accidents, power outages, and personal injury.

D. **Extreme cold** temperatures on Saint Paul Island are rare. Colder than -50 degrees for three consecutive days or more (including wind chill) can lead to frozen pipes and dangerous conditions for outdoor activities.

E. **High winds:** Severe weather in the City of Saint Paul can bring winds gusting over 100 knots (115 miles per hour).

F. **Thunderstorms** typically last 20 to 30 minutes and can produce hazards including lightning; heavy rain; snow; updrafts and downdrafts; aircraft turbulence and icing; damaging hail; high winds; and flash flooding. Thunderstorms are generally associated with warmer summer months but can occur in the winter. Lightning strikes are hazardous to human health, can start wildfires, and can damage infrastructure. Thunderstorms and lightning are relatively uncommon on Saint Paul Island.

G. **Storm surge** is caused by coastal storms when a low-pressure weather system draws water toward the storm's center creating a bulge of water that moves with the storm. Flooding occurs when the bulge or storm surge meets up with land and is worse when the timing of its arrival coincides with a high tide. Severe weather in the City of Saint Paul can bring high surf with the possibility of over 50-foot waves. Along Saint Paul Island's coastline, sea level rise combined with a shift in the timing and extent of sea ice and storm surge have caused flooding and erosion. See Hazard Annex B for more detailed information on Flooding.

2. Situation and Assumptions

Saint Paul Island is in the southwest maritime climate zone, which is characterized by persistently overcast skies, high winds, and frequent cyclonic storms. A major storm can last for several days and be accompanied by freezing rain or sleet, heavy snowfall, and cold temperatures. The low lying and exposed shoreline is most vulnerable to storm surge caused by coastal storms while the higher elevations are most vulnerable to lightning strikes caused by thunderstorms.

- The City of Saint Paul is in the southwest maritime climate zone, which is characterized by persistently overcast skies, high winds, and frequent cyclonic storms.

- Due to its location in the Bering Sea, the island experiences cool weather year-round and a narrow range of average temperatures varying from 19ºF to 51ºF.
- Heavy fog is common during the summer months.
- The City of Saint Paul frequently experiences severe weather events and will continue to experience several events per year.
- According to NOAA's Storm Events Database, there were 50 severe weather events between 2010 and 2020 including 38 blizzards and 12 high wind events in the Pribilof Islands. The island averaged 5 events per year with 2012 as the busiest year with 18 recorded storm events.
- The November 2011 Bering Sea cyclone was one of the most powerful extratropical cyclones to affect Alaska on record. A 10-foot storm surge caused flooding, shredded roofs, damaged portions of seawalls, and knocked out electricity.
- Typhoon Merbok pounded Saint Paul Island in September 2022 with hurricane-force winds up to 80 mph and waves reaching over 50 feet that flooded roads, distributed debris that blocked 1,800' of the only harbor access road and tore off roofing materials and siding from buildings.
- Severe weather events are largely seasonal and have some level of predictability.

3. Operations

Response and EOC activation for a severe weather event will be dictated and driven by the scope and location(s) of the event. Most severe weather events do not pose a major threat to the population or infrastructure.

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

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

- Warning – Annex H – Warning is a key capability in this event response both in a notice and no-notice event.
- PIO – Annex C – Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to an event.
- The City's Public Works Department response will be a critical component to an event due to the nature of the operational capacities. The heavy equipment and machinery needed to move large volumes of material as well as the function in restoring key infrastructure is critical in this event.
- Debris Removal – Annex B – An event that occurs in or across populated or managed infrastructure (roads, etc.) will generate debris (i.e., snow). The management of that debris during a response, and the subsequent recovery will be a significant undertaking. The debris may be mixed with snow or seafoam.

NWS can provide Impact Decision Support Services before and during an event or incident. A NWS forecaster can be requested by the EOC to provide support and weather briefings to EOC staff. This includes SPOT Weather Forecast requests (Spot Forecast Request (weather.gov). NWS staff are available 24 hours a day to provide specific information and support. This support can include:

- Provision and interpretation of current and forecast conditions.
- Trajectory/dispersion modeling (HYSPLIT).
- Additional data collection such as special weather balloon launches.

On-site support for additional meteorological interpretation and data collection.

4. Actions

a. Preparedness Phase

⇒ Maintain a current inventory - and restock as necessary - supplies for emergency personnel (special clothing, hard hats, road barriers, flashlights, batteries, barrier tape, rescue tools, etc.).

⇒ Review and update emergency communications capabilities and procedures with essential personnel.

⇒ Maintain a current inventory, including location(s) and operational requirements for, heavy equipment and supplies (trucks, bulldozers, front loaders, graders, plows, fuel, barricades, etc.).

⇒ Strategically pre-position supplies, equipment, fuel, and medical gear in safe areas, if appropriate.

⇒ Inventory auxiliary power equipment with rating and fuel supplies.

⇒ Maintain a list of non-current City employees with experience or credentials available on-call.

⇒ Perform routine inspections of generators and backup power systems.

b. Warning Phase

⇒ Confirm the forecast with NWS Forecast Office. Request a Spot Forecast.

⇒ Assess the forecast and conditions, including:

- What is the degree of danger?
- What are the boundaries of the area at risk that could be affected by the extreme weather?
- How long is the storm expected to last?
- Are conditions improving or deteriorating?
- What are the current weather conditions? What are the forecasted conditions?

⇒ Evaluate the potential of affected populations and facilities, including:

- Are there any special groups or areas that may be affected? (hikers, campers, hunters, fishermen, tourists, elderly or homebound, etc.)
- How many people could be isolated by the event?
- What facilities may be isolated, in need of supplies, need to be evacuated, closed?

- What critical infrastructure/facilities require special shut down procedures or need to be fortified?
- Is immediate evacuation appropriate? If so, estimate number needing shelter.
- Should a "shelter-in-place" advisory be issued instead if immediate evacuation is not appropriate?

⇒ Issue public safety announcements via Nixle.

c. Response Phase

⇒ What is anticipated duration of the severe weather event?

- What are the current weather conditions?
- Are conditions improving, holding steady, or deteriorating?
- What is the forecast?

⇒ Are people believed to be in need of special assistance?

- How many?

⇒ Have any structures been damaged or destroyed?

- Are any structures capable of being damaged or destroyed?
- What facilities are isolated, in need of supplies or repair, need to be evacuated, closed, or provided with alternative energy sources?
- For repair and disinfection of the City's Water and Wastewater Utility, refer to the ***City Of Saint Paul's Standard Operating Procedure for Emergency Repair Of Water Mains***

⇒ Initiate the inspection of road conditions.

- Are any roads blocked?
- Establish road closures and detours, if necessary.

⇒ Disseminate public information via Nixle.

⇒ Activate the EOC, if appropriate.

⇒ Establish shelter as needed.

⇒ Inventory communications network capabilities.

- Initiate the restoration of damaged communication links.

⇒ Document all City equipment, material, supplies, and staff time involved with the emergency.

d. Recovery Phase

⇒ Initiate a survey of the area to identify and correct safety hazards as soon as possible.

⇒ Initiate cleanup of debris. Initiate restoration of essential transportation links.

⇒ Perform damage assessments of essential public utilities and facilities.

- Document all damage

- Provide estimated monetary figures to SEOC necessary to support a request for disaster declaration.

⇒ Restore essential public utilities and facilities. Essential facilities such as the EOC, Health Center, Fire Station, emergency shelter, and Public Works buildings will be given priority.

⇒ Perform damage assessments of non-essential facilities.

⇒ Coordinate recovery activities with State and Federal relief agencies, if warranted.

⇒ Provide storm damage report information to SEOC and NWS.

⇒ Provide FEMA Disaster Individual Assistance information to individuals and families.

⇒ Ask the City Finance Department to establish Fund number as soon as possible. Document all City equipment, material, supplies, and staff time involved with the emergency.

⇒ Utilize ICS forms (See Section 4)

Hazard Annex F: Tsunami

1. Scope

A tsunami is a series of ocean waves generated by any rapid large-scale disturbance of sea water. These waves can travel at speeds of up to 600 mph in the open ocean. Most tsunamis are generated by earthquakes, but they may also be caused by volcanic eruptions, landslides (above or under sea in origin), undersea slumps, or meteor impacts. Tsunami damage is a direct result of three factors:

1. Inundation (the extent to which the water covers the land);
2. Wave action that will impact structures and moving objects that become projectiles; and
3. Coastal erosion.

Tsunamis are categorized in one of two ways:

- Distant-source tsunamis; and
- Locally-generated tsunamis.

This distinction is made based on the time it takes the tsunami to leave the source disturbance and reach land.

A distant-source tsunami (Tele-tsunami) is the term for a tsunami observed at places 600 miles, or more, from the source of origin. Distant tsunamis are more likely to occur in the Pacific Ocean and are capable of traveling across the entire ocean in less than one day. Since distant- source tsunamis make such long trips with a relatively-constant speed, experts can predict their arrival with a fair degree of accuracy. This allows time for warnings and evacuation.

A locally-generated tsunami is a term for a tsunami that is generated near the coast, thus the first waves may reach the shore within minutes of the event. This gives little or no time for warning or evacuation.

The City of Saint Paul's location within the Bering Sea makes it vulnerable to tectonic tsunamis as well as underwater landslide-generated tsunamis. The Alaska-Aleutian subduction zone has the highest potential to generate tsunamis in Alaska. According to the Alaska Division of Geological and Geophysical Surveys, a tsunami generated by an earthquake on the Alaska-Aleutian subduction zone would have a relatively low amplitude in the western part of the Bering Sea where the City of Saint Paul is situated. The actively eroding edge of the Bering Sea shelf is approximately 64 miles from the City of Saint Paul at its closest point. This feature has unstable sediment on steep underwater slopes that can be triggered by earthquake-induced shaking and other events such as severe weather or a volcanic eruption.

According to NOAA's National Centers for Environmental Information / World Data Service Global Historical Tsunami Database, reports of tsunami inundation are rare but do exist for scattered locations around the Bering Sea:

- 1872. An earthquake originating at Fox Islands (in the Aleutian chain approximately 270 miles from the City of Saint Paul) resulted in a tsunami. Maximum water height of 0.75 feet was recorded in the City of Saint Paul.
- 1991. A small tsunami was generated from a M 6.5 earthquake in the Bering Sea.

2. Situation and Assumptions

- In the deep ocean, a tsunami may have a length from wave crest to wave crest of 100 miles or more, but a wave height of only a few feet or less. Therefore, the wave period can be up to several hours and wavelengths can exceed several hundred miles.
- In the population center, areas most at risk include those along the approximately 5 miles of waterfront.
- A tsunami generated by a nearby earthquake or landslide represents a “near-field” hazard, meaning people may have minutes; however, the—rather than hours—to reach safety.
- The majority of deaths associated with tsunamis are related to drownings, but traumatic injuries are also a primary concern. Injuries such as broken limbs and head injuries can be caused by the physical impact of people being washed into debris such as houses, trees, and other stationary items.
- There may be outages or disruptions in all modern forms of communication.
- Electric transmission infrastructure within the disaster area could be shut down. Industrial or technological emergencies such as fires, explosions, and hazardous materials incidents could occur.
- Response resources in the impacted area will have limited capability to function, and some impacted areas will be isolated. Emergency response capabilities may be hindered.
- Secondary hazards can occur from tsunamis, such as:
    - Erosion or scouring of roadway embankments, foundations, footings for piers, and other features.
    - Impact damage to structures, roads, culverts, and other features from high-velocity flow and from debris carried by floodwaters; debris may also accumulate in culverts, increasing loads on these features or causing overtopping or backwater effects.
    - Release of sewage and hazardous or toxic materials when wastewater treatment plants are inundated, storage tanks are damaged, and pipelines are severed.
    - Flood waters can pose health risks such as contaminated water.
- As the water recedes, the strong suction of debris being pulled into populated areas can cause further injuries and undermine buildings and services.
- Property That May Be Affected: A large tsunami could create major property damage at the Saint Paul Harbor, and other facilities that are adjacent to the shoreline. Transportation infrastructure could suffer from road damage, damage to the harbor, and damage to docking facilities.
- Environment That May Be Affected: Wetlands with inclusive flora and fauna, including the protected fur seals, and coastal vegetation.
- Unusual Conditions: Locations containing Hazardous Materials including the Trident Seafood Processing Plant, which contains hazardous materials such as Ammonia and Freon.

3. Operations

Response and EOC activation for a tsunami event will be dictated and driven by the scope and locations of the impacted areas. The majority of tsunami events would pose a major threat to the

population or infrastructure, depending on the location of the epicenter and magnitude. A catastrophic tsunami/earthquake event will require every functional area within the City.

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

- Warning – Annex H – Warning is a key capability in this event response both in a notice and no-notice event.
- Communications – Annex A– Processes and infrastructure are critical to operations as a means and mechanism for both the PIO function as well as a coordinated response to an earthquake/tsunami event where many different agencies will be operating.
- PIO – Annex C – Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to an event. Locations of shelters, status of infrastructure, and expectations of responders may be needed.
- Evacuation and Shelter in Place – Annex D – This function may be required on an area-to-area basis when conditions warrant the movement of people outside of the potential threat area.
- Mass Care and Sheltering – Annex G – Similar to Medical, an event that impacts a heavily populated area can dictate a large sheltering operation. Additionally, the loss of key infrastructure such as electricity to a large area can necessitate a large mass care operation. The mass care impact will increase over time with the continued loss of primary infrastructure.
- Health and Medical Services – Annex E – In an event that impacts a populated area, the public health and medical component could be a significant operation. A medical response may be required as well as longer term medical operations through DMORT and fatality management.
- Public Works and Transportation – Public works will be a critical component to an event due to the potential loss of the operational capabilities and capacities of key infrastructure. The heavy equipment and machinery needed to move large volumes of material as well as the department's function in restoring key infrastructure is critical in this event. An earthquake/tsunami event will have significant impact to transportation routes and hubs. Combined with the debris issue, a transportation halt can impede an effective response, bringing response materials into the affected area as well as distributing those resources to those in need.
- Debris Removal – Annex B – An event that occurs in or across populated or managed infrastructure (roads and the port, etc.) will generate enormous amounts of debris. The management of that debris during a response, and the subsequent recovery will be a significant undertaking.

4. Actions

a. Preparedness Phase

⇒ Maintain a current inventory - and restock as necessary - supplies for emergency personnel (special clothing, hard hats, road barriers, flashlights, batteries, barrier tape, rescue tools, etc.).

⇒ Review and update emergency communications capabilities and procedures with essential personnel.

⇒ Maintain a current inventory, including location(s) and operational requirements for, heavy equipment and supplies (trucks, bulldozers, front loaders, graders, plows, fuel, barricades, etc.).

⇒ Strategically pre-position supplies, equipment, fuel, and medical gear in safe areas, if appropriate.

⇒ Inventory auxiliary power equipment with rating and fuel supplies.

⇒ Maintain a list of non-current City employees with experience or credentials available on-call.

⇒ Perform routine inspections of generators and backup power systems.

b. Warning Phase

⇒ Receive and evaluate forecasts of tsunami potential. Confirm reports with the Alaska Tsunami Warning Center and gather as much information as possible.
⇒ Request authorized operators to activate the All Hazards Alert Broadcast system. Pre-scripted messages have been created for tsunamis. (See Functional Annex A: Communications)
⇒ Develop the following estimates:
  - Wave size and estimated time of arrival.
  - Estimated inundation area.
  - Amount of warning time.
⇒ Activate EOC, if necessary.
⇒ Notify outlying and indoor locations and populations (beyond city siren system, such as Nixle, Facebook).
⇒ Initiate evacuation to high ground.
⇒ Provide additional assistance to special populations as necessary.
⇒ Identify safe location for sheltering evacuees. Establish shelter(s).
⇒ Ensure evacuation route(s) are passable.
⇒ Notify local responders of potential need for SAR.
⇒ Pre-position emergency equipment, fuel, and medical supplies in safe area for use after tsunami.
⇒ Issue public safety announcement(s) regarding tsunami-prone areas, evacuation areas and routes, and safety precautions via Nixle.

c. Response Phase

⇒ Continue to monitor situation through the Alaska Tsunami Warning Center.
⇒ Monitor sea conditions from a safe location.
⇒ Implement emergency utility shutoffs as needed.
⇒ Secure evacuated areas.
⇒ Call in volunteer firefighters, EMTs and ambulance transport drivers, if conditions warrant.
⇒ Evaluate and conduct SAR efforts, if warranted.
⇒ If conditions warrant, request that the City Manager sign a local emergency declaration.
⇒ Request State declaration of disaster emergency if conditions warrant.
⇒ Be prepared to report status to the SEOC if State assistance is required.
⇒ Coordinate non-local support requirements with the SEOC.

⇒ Arrange for handling and identification of fatalities and mental health support services with the SEOC, if warranted.
⇒ Continue to disseminate public information, warnings, and instructions using Nixle and the All Hazards Alert Broadcast system.

d. **Recovery Phase**
⇒ Coordinate recovery activities with local, state, and federal relief agencies.
⇒ Be prepared to report status to the SEOC if State assistance is required.
⇒ Identify safety hazards and undertake corrective action.
⇒ Request special personnel: clergy, counselors, technicians, retired medical.
⇒ Account for all persons in the community.
⇒ When safe access is established, arrange for the return of evacuees to assess damages.
⇒ Initiate services to help victims cope with the situation, and to provide food, clothing, basic supplies, and temporary shelter for people displaced by the disaster.
⇒ Arrange for handling and identification of fatalities and mental health support services with the SEOC, if warranted.
⇒ Conduct health and sanitation surveys.
⇒ Initiate disease prevention measures.
⇒ Arrange for debris clearance, especially in culverts/drainage areas.
⇒ Work to restore damaged utilities and transportation systems (airstrip, roadways, and port facilities).
⇒ Perform and document damage assessments, post-incident cleanup, and utilities restoration.
⇒ Continue to disseminate public information regarding ongoing hazards and relief efforts via Nixle.
⇒ Provide FEMA Disaster Individual Assistance information to individuals and families.

Hazard Annex G: Volcano

1. Scope

According to the Alaska Volcano Observatory (AVO), most of Saint Paul Island consists of coalescing small volcanoes, each composed of a central cinder cone and surrounding lava flows that were active in historic records. Carbon dating of lava flows on Saint Paul Island estimate the following historic eruptions:

- Fox Hill, 3230 (± 40 years) years before present
- Bogoslof Hill, 40,000 (± 20,000 years) years before present
- Hutchinson Hill, 80,000 (± 50,000 years) years before present
- Cone Hill Complex, start 180,000 (±40,000 years) stop 120,000 (±40,000 years) years before present
- Crater Hill, 360,000 (±80,000 years) years before present

Active Bering Sea Volcanoes include:

- Saint George Volcanic Field: The lavas are older than those on nearby Saint Paul, and the original volcanic topography has been subdued by weathering and later redefined by faulting, uplift, and glaciation; 45 miles from the City of Saint Paul.
- Nunivak Island: Inactive volcano in the eastern Bering Sea, approximately 230 miles from Saint Paul.
- Amak: Small, young volcano in the Bering Sea north of the main Aleutian volcanic front. Most recent activity from 1796. Approximately 300 miles from the City of Saint Paul.
- Bogoslof Island: The largest of a cluster of small, low-lying islands composing the emergency summit of a large submarine stratovolcano slightly north of the main Aleutian volcanic front. Most recent activity 2016; approximately 240 miles from the City of Saint Paul.

Active volcanoes from the Aleutian chain and farther distances may impact the City of Saint Paul depending on the direction the ash plume is carried by air currents. Volcanoes within 50 miles of Saint Paul Island are unmonitored and considered inactive.

Volcanic eruptions in the active Aleutian area have created: fragmented rock flows, lava flows, landslides, and mudflows; falling ash and drifting clouds of fine volcanic ash that has caused severe damage to both the built and natural environment hundreds of miles from the eruption location; and volcanic deposits which have created new landforms. Eruptions can last weeks or longer.

There is a probability of trace amounts of ashfall coming from a distant eruption that could impact the City of Saint Paul either directly (from damages and health issues of the ash) or indirectly (from disruptions in air travel and supply delivery). Volcanic ash, also called tephra, is fine fragments of solidified lava ejected into the air by the explosion or rising hot air. The fragments range in size, with the larger falling nearer the source. Ash is a problem near the source because of its high temperatures (may cause fires), burial (the weight can cause structural collapses), and the impact of falling fragments. Further away, the primary hazard to humans are decreased visibility and inhaling the fine ash. Ash will also interfere with the operation of mechanical equipment including aircraft and boats.

2. Situation and Assumptions

- There is little threat of lava or catastrophic impact to Saint Paul Island from nearby volcanoes.
- Ash fall events will have notice from the Alaska Volcano Observatory.
- Ash fall events from across the state of Alaska have potential for significant disruption to air transportation to and from Saint Paul Island.
- Ash fall events have the potential for significant disruption to the population on Saint Paul Island.
- Medical services can expect an increased number of patients with respiratory and eye symptoms during and after ash fall.

3. Operations

Response and EOC activation for a volcanic event will be dictated and driven by the scope and locations of the impacted areas. Most volcanic activity does not pose a major threat to the population or infrastructure on Saint Paul Island. Ash fall operations are largely "maintenance" disaster operations meaning the response focuses around informing the public of mitigating measures.

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

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

- Warning – Annex H – Warning is the key capability in this event response both in a notice and no-notice event.
- Communications – Annex A– Processes and infrastructure are critical to operations as a means and mechanism for both the PIO function as well as a coordinated response to managing an ash fall event. Ash can physically damage motors, communications and telecommunications infrastructures, and water and wastewater treatment plant filters.
- PIO – Annex C – Public information is critical for informational material for citizens to mitigate the impacts of ash.
- Evacuation and Shelter in Place – Annex D – This function may be required on an area-to- area basis when conditions warrant that people shelter in place in their homes.
- Mass Care and Sheltering – Annex G – Sheltering may be needed for vulnerable high-risk populations who may need special attention or early evacuation.
- Health and Medical Services – Annex E –Ash can be hazardous to human health through respiratory inhalation. A medical surge response is not anticipated; however, local medical providers may see an increase in patient volumes regarding people prone to asthma or breathing conditions relating to inhaled ash.
- Public Works and Transportation – Public works will be a critical component to an event due to the nature of the operational capacities of the department.
- Debris Removal – Annex B – An ash fall event may generate enormous amounts of volcanic ash. Ash will not be managed like woody debris or household waste. It will be managed similar to

snow. Ash can have significant impact to the operational status of heavy equipment, and preventative maintenance actions are required to handle ash.

4. Actions

a. Preparedness Phase

⇒ Maintain and regularly Inventory supplies such as filters, tape, masks, eye protection, shovels, brooms, and windshield wipers.

b. Warning Phase

⇒ Receive and evaluate forecasts and predictions.

⇒ Confirm risks with the Alaska Volcano Observatory.

⇒ Identify type of risk (ash cloud, etc.) and areas at risk.

⇒ Identify high-risk populations (respiratory problems, asthma, etc.) who may need special attention or early evacuation.

⇒ Seal City buildings and facilities to protect from ash cloud.

⇒ Consult with School District regarding possible school closure, student transportation and use of school for sheltering.

⇒ Distribute masks and eye protection to City personnel and volunteers.

⇒ Identify quantities of needed supplies and secure more if needed.

⇒ Identify need for sheltering.

⇒ Ensure that evacuation routes are passable.

⇒ Prescript likely public service announcements.

⇒ Pre-position emergency equipment, fuel, masks, and medical supplies in a safe area for use after volcanic eruption.

⇒ Consider activation of EOC.

⇒ Provide public information and direction regarding the hazard using Nixle. Notify public of ash fall safety rules, vehicle travel considerations, roof load precautions, and other appropriate information.

c. Response Phase

⇒ Activate EOC, if necessary.

⇒ Check on how the current situation is affecting the normal/essential operations of the following:

- Airport
- School
- Community Health Center
- Utilities (Electric & Phone, Water & Wastewater)
- Grocery Store

⇒ If ash is starting to accumulate on the ground (at any thickness), consultation with local medical personnel will be initiated to determine the appropriate point to restrict all outdoor activities until further notice.

⇒ If conditions warrant, request that the Mayor sign a local emergency declaration.

⇒ Implement emergency utility shutoffs as needed.

⇒ Protect mechanical systems and equipment
- Frequent replacement of air/oil filters
- Abrasive impacts on vehicles/equipment
- Establish wash down points
- Avoid wiping windshields prior to washing off abrasive ash
- Increase frequency of lubricating equipment
- Ash particles may block ventilation grills and jam cooling fans
- Motors: increase the wear on brushings, brushes, thrust bearings and commutators on electric pump motors and other drive motors
- Watch for electric shocks when operating ashy and dusty equipment. Be alert to the possibility of overheating and fires

⇒ Protect buildings and building support systems
- Building interiors: Ash contamination is risk of health hazards for building occupants
- Building Support Systems: systems which allow building to function
  - Heating, air-conditioning and ventilation (HVAC) systems are vulnerable to disruption due to obstructed filters, condensers & air intakes
- Structural damage due to excessive ash loading. Very thick ash deposits (>100 mm, more commonly >300 mm) may cause roof collapse
  - Long span, low pitched roofs are typically the most vulnerable
  - When ash is wet, static loads may increase by up to 100%

⇒ Protect transportation systems
- Ash can cause severe impacts to aircraft, and the presence of ash can result in the temporary shutdown of airports and flights
- Ash falls of 1 mm (1/32 in) or more can seriously reduce visibility on roadways, make roads and tracks slippery for cars, and damage vehicles
- Ash can clog air filters and water intakes, and reduce visibility for marine craft affecting operations

⇒ Protect energy generation
- Ash fall can lead to the widespread loss of electricity
  - Insulator flashover
  - Controlled outages
  - Line breakage due to ash loading

⇒ Conduct reconnaissance of areas becoming impacted, especially by heavy ash fallout. Be alert to building and structural failure due to increased roof loading from ash and debris.

⇒ Request State declaration of disaster emergency if conditions warrant.

⇒ Be prepared to report status to the SEOC if State assistance is required.

⇒ Issue public service announcements and instructions using Nixle. Notify public of ash fall safety rules, vehicle travel considerations, roof load precautions, and other appropriate information.

d. **Recovery Phase**

⇒ Identify safety hazards and undertake corrective actions.

⇒ Arrange for debris clearance, especially in culverts/drainage areas.

⇒ Work to restore damage to utilities and transportation systems (water and wastewater plants, airstrips, roadways, and port facilities) if any.

⇒ Perform and document damage assessments, post-incident cleanup, and utilities restoration.

⇒ Issue public service announcement to notify public when restrictions are lifted.

⇒ Provide FEMA Disaster Individual Assistance information to individuals and families.

Hazard Annex H: Wildfire

1. Scope

There are no trees on Saint Paul Island; however, it is susceptible to grass-fuel fires. Most of the island (71% of the total area) is in a moderate wildfire risk area factoring in the low grassy vegetation and slope. Some portions of the interior of the island have a very high fire risk. There were five (5) fires between 2003 and 2022 reported on Saint Paul Island. Wildland fire events are likely to be attributed to lightning or human-caused events such as unattended burns, campfires, or off-road vehicles without spark-arresting mufflers. There are limited routes for fire apparatus to access wildland fire threatened areas on Saint Paul Island.

2. Situation and Assumptions

- South-facing slopes are also subject to more solar radiation, making them drier and thereby intensifying wildfire behavior.
- Certain plant types are more susceptible to burning or will burn with greater intensity.
- Weather is the most variable factor affecting wildfire behavior. Temperature, humidity, wind, and lightning can affect ignition opportunities and fire spread rate.
- The Saint Paul Department of Public Safety includes an average of 7-9 volunteer firefighters and 2 fire engines with water pumps.
- Saint Paul Fire Department volunteers are not red-carded for wildland fire.
- Saint Paul Fire Department has limited wildland fire equipment and supplies.

3. Operations

Response and EOC activation for a fire event will be dictated and driven by the scope and locations of the impacted areas. Many wildland fire events do not pose a major threat to the population or infrastructure.

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

- Warning – Annex H – Warning is a key capability in this event response both in a notice and no-notice event.
- PIO – Annex C – Public information is critical for information relating to avoidance of hazard areas by the public during times of threat as well as critical information during a response to an event.
- Evacuation and Shelter-in-Place – Annex D – This function may be required on an area-to-area basis when conditions warrant the movement of people outside of the threat area.
- Mass Care and Sheltering – Annex G – Localized wildfire can dictate a sheltering operation for those who are displaced by the threatened areas.
- Health and Medical Services – Annex E – In an event that impacts a populated area, the public health and medical component could be a significant operation. A medical response may be required as well as DMORT and fatality management.

4. Actions

a. Preparedness Phase

⇒ Maintain fire readiness of vehicles, equipment and supplies.

⇒ Maintain a current inventory - and restock as necessary - supplies for emergency personnel (special clothing, hard hats, road barriers, flashlights, batteries, barrier tape, rescue tools, etc.).

⇒ Review and update emergency communications capabilities and procedures with essential personnel.

⇒ Maintain a current inventory, including location(s) and operational requirements for, heavy equipment and supplies (trucks, bulldozers, front loaders, graders, plows, fuel, barricades, etc.).

⇒ Strategically pre-position supplies, equipment, fuel, and medical gear in safe areas, if appropriate.

⇒ Inventory auxiliary power equipment with rating and fuel supplies.

⇒ Maintain a list of non-current City employees with experience or credentials available on-call.

⇒ Perform routine inspections of generators and backup power systems.

b. Warning Phase

⇒ Receive and evaluate forecasts of wildfire potential.

⇒ Identify areas, facilities, infrastructure, and people at risk and mitigation measures.

⇒ Assess staffing – assign additional personnel as needed.

⇒ Determine fire readiness of vehicles and equipment.

⇒ Determine water levels for firefighting.

⇒ Check auxiliary generators and other power, lighting, and communications equipment.

⇒ Provide public information and direction regarding the hazard via Nixle.

⇒ Restrict outdoor burning.

c. Response Phase

⇒ Assess and identify affected areas.

⇒ Initial concerns are centered on the well-being of Island residents, rather than tactical fire operations, including:

- Alert and warn threatened populations using Nixle.
- Evacuate areas at risk of fire encroachment.
- Limit travel/recreation in impacted areas.
- Close roads to potentially impacted areas.
- Coordinate with PIO to release timely and accurate emergency public information.

⇒ Implement tactical fire operations.

⇒ Activate EOC if warranted.

⇒ Account for all persons in affected areas.

⇒ Evaluate and conduct SAR efforts, if warranted.

⇒ Establish shelter, if necessary.

⇒ Continue to disseminate public information regarding ongoing hazards and relief efforts through Nixle.

d. Recovery Phase

⇒ Identify safety hazards and undertake corrective actions.

⇒ Perform damage assessments, post-incident cleanup, and utilities restoration.

⇒ Restore essential public utilities and facilities.

⇒ Open roads when given instruction to by IC.

⇒ Open evacuated areas when given instruction to by IC.

⇒ Continue to disseminate public information via Nixle regarding when it is safe to return to affected area(s).

⇒ Provide FEMA Disaster Individual Assistance information to individuals and families.

Hazard Annex I: Information Security Breach

1. Scope

Information security or cybersecurity events may impact the entire City organization and possibly the community. A data breach happens when an unauthorized person or group gains access to private or confidential business information which can be exploited or sold. For the City, this includes employee records, as well as other data containing personally identifiable or protected information for other individuals.

2. Situation and Assumptions

- Information security incidents and attacks that impact Information Technology (IT) systems can disrupt interlocking critical infrastructure such as SCADA, dispatch, security cameras and systems, internet and email access, and communications systems.
- Impacts at an isolated local facility may be part of a larger coordinated attack that may impact the entire city's IT system. Such attacks can have serious consequences that lead to other hazards, such as communications failures.
- Information security attacks are events that may impact a facility or system for more than as little as 8 hours and as long as 60 days, in some instances.

3. Operations

The faster we respond to a data Breach, or suspected Breach, the better. A rapid, focused response can help reduce potential damage to the City as well as response costs. The City has cyber liability coverage, including protection for the costs of responding to a breach. In the event of a serious breach, insurance covers costs of responding to a breach and is able to provide expertise to help make sure that the breach no longer exists and that information is secure.

In order to expedite the proper internal communication and handling of each Breach incident, it is important to identify ahead of time the individuals who will be contacted in the event of a known or suspected breach and responsible for responding to the Breach.

4. Actions

a. Preparedness Phase

⇒ The City has conducted a cybersecurity risk assessment to identify physical areas that may be susceptible to vandalism, unauthorized access, sabotage, etc. This includes exposed network components, unsecured doors to phone closets, etc. Identification of such vulnerabilities will enable proper mitigation planning to reduce risks.

⇒ Maintaining the City's contractual relationship with LMJ Consulting prior to an incident is highly advantageous.

⇒ LMJ Consulting should be consulted regarding the vulnerability of other systems that may rely on cyber and IT systems; such as door access, climate control systems (air conditioning, industrial controls, electric power systems, etc.).

b. Warning Phase

⇒ It is important to report computer anomalies, system performance issues, strange defects in operation, etc. to LMJ Consulting and the City Manager.

⇒ Early warning signs of Indication of Compromise (IoC), reported early, can prevent possible cascading outages.

⇒ Staff should be encouraged and feel empowered to report such system behaviors. When reporting attempt to provide the following:
  - Time of day of Indication of Compromise
  - Type of device
  - Description of behavior
  - Manufacturer
  - Name, phone, email of Point of Contact
  - If noticed by others

c. Response Phase

⇒ Established policies and response and communication protocols provide guidance for escalating incident management and IT coordination. Refer to the ***City of Saint Paul's Information Security Breach Response Plan***

⇒ Cyber adversaries can create physical diversions and decoy incidents to distract personnel from monitoring of physical access points. During the operational tempo of emergency response, staff members should be asked to politely challenge strangers and unidentified individuals that may have entered sensitive areas.

⇒ In emergency situations staff may be requested to disconnect infected device from the backbone network. Available staff should be designated that are trained to remove the appropriate network connection in an urgent situation. This may require coordination with LMJ Consulting.

⇒ In the event of an alleged criminal act, after the area is secured, photographs should be taken of the area (desk, bench, room, etc.) to capture the environment where the alleged event took place.

⇒ In rare events, compromised systems may have the interest of law enforcement that may request an area be "sealed off". That is, to establish a temporary perimeter that would secure access to the device.

d. Recovery Phase

⇒ Bringing systems back online is top priority. Which systems or facilities to be prioritized will be decided upon between the City Manager, LMJ Consulting, and legal counsel.

SECTION 4:
SUPPORT DOCUMENTS

DECLARATION OF LOCAL EMERGENCY

Template

The Mayor of the City of Saint Paul has determined that the (type of event) _____ has/will cause (type of damage)_____ _____ _____ and that these problems have created a threat to life and property; and

All available resources are/will be committed to disaster work, and the severity of this disaster is beyond the capability of local resources requiring the City to request supplemental assistance; and

This event constitutes an emergency as defined by the City's Emergency Operations Plan and necessitates the utilization of emergency powers granted under _____.

Therefore I, _____, Mayor of Saint Paul Island, Alaska do hereby proclaim a local emergency exists within the City of Saint Paul due to (type of event) _____.

Dated this _____ day of _____, 20_____.

_____

Mayor of the City of Saint Paul

SHEET ______OF ______SHEETS

FEDERAL EMERGENCY MANAGEMENT AGENCY

PRELIMINARY DAMAGE ASSESSMENT SITE ESTIMATE

DATE

PART I — APPLICANT INFORMATION

COUNTY	NAME OF APPLICANT	NAME OF LOCAL CONTACT	PHONE NO.

PART II — SITE INFORMATION

KEY FOR DAMAGE CATEGORY ***(Use appropriate letters in the "category" blocks below)***

a. DEBRIS REMOVAL
b. PROTECTIVE MEASURES
c. ROADS AND BRIDGES
d. WATER CONTROL FACILITIES
e. PUBLIC BUILDINGS
f. PUBLIC UTILITIES
g. OTHER ***(Parks, Recreational Facilities, etc.)***

SITE NO.	CATE-GORY	LOCATION ***(Use map location, address, etc.)***

DESCRIPTION OF DAMAGE

IMPACT:	% COMPLETE	COST ESTIMATE

SITE NO.	CATE-GORY	LOCATION ***(Use map location, address, etc.)***

DESCRIPTION OF DAMAGE

IMPACT:	% COMPLETE	COST ESTIMATE

SITE NO.	CATE-GORY	LOCATION ***(Use map location, address, etc.)***

DESCRIPTION OF DAMAGE

IMPACT:	% COMPLETE	COST ESTIMATE

SITE NO.	CATE-GORY	LOCATION ***(Use map location, address, etc.)***

DESCRIPTION OF DAMAGE

IMPACT:	% COMPLETE	COST ESTIMATE

NAME OF INSPECTOR	AGENCY	OFFICE PHONE NO.	HOME PHONE NO.