

State of Alaska
Homeland Security Strategy
2015

I. Purpose, Vision, Focus, Coordination, Effort, Description of Jurisdictions and Regions

A. Purpose

Through this State Homeland Security Strategy (SHSS), the State of Alaska will continue to improve its protection of the people, its economy, and its culture. The State of Alaska will continue seeking ways to reduce vulnerabilities from all threats and hazards. This vital mission requires coordination, cooperation, and a focused effort throughout the state between the appropriate federal agencies (military and civilian), state agencies, local jurisdictions, tribal, private, and non-profit organizations.

This strategy provides a blueprint for comprehensive, statewide, whole community planning for homeland security efforts. It also provides a strategic plan for the use of related federal, state, local, tribal, and private resources within the state before, during, and after threatened or actual domestic terrorist attacks, major disasters, and other emergencies.

The state has established and maintained a shared commitment among federal, state, local, and tribal governments and the private sector in its efforts to strengthen the preparedness of the state. With such a commitment, the State of Alaska will continue to develop and improve capabilities to prevent, protect against, mitigate, respond to, and recover from all identified threats and hazards.

The State of Alaska will apply resources available from the U.S. Department of Homeland Security (DHS) through the National Preparedness Directorate (NPD) to address unique planning, organization, equipment, training, and exercise needs to build an enhanced and sustainable capacity to prevent, protect against, mitigate the effects of, respond to, and recover from identified threats and hazards. Additionally, the state will apply multiple resources available from other federal fund sources, the state's general fund, and other state agencies by utilizing interagency funds to address these issues.

B. Vision

The State of Alaska will continue to engage federal, state, local, tribal, private, non-governmental partners, and the general public to achieve and sustain risk-based target levels of capability to prevent, protect against, mitigate, respond to, and recover from major events in order to minimize the impact on lives, property, and the economy.

The state's Division of Homeland Security and Emergency Management (DHS&EM) maintains three strategic goals to support its mission:

1. Ensure sufficient strategic reserves and alternate delivery mechanisms during supply chain disruptions.
2. Empower local community resilience.
3. Increase capability to plan for and respond to a catastrophic disaster.

Several other activities/objectives support these three overarching goals. Key among them:

1. Identify, analyze, and plan for all identified hazards that threaten the State of Alaska, taking a proactive, methodical approach to analyzing consequences, capabilities, and gaps.
2. Improve individual, community, and agency readiness for all identified threats.
3. Provide timely assistance to individuals, communities, and agencies in response to events.
4. Assist communities, the private sector, and agencies in recovering from disasters.

C. Focus

This strategy focuses on significantly enhancing the National Preparedness Goal's (NPG) mission areas of prevention, protection, mitigation, response and recovery from any act, or event threatening the State of Alaska and its citizens. The state has selected the following enabling goals for this strategy:

1. Strengthening Information Sharing, Analysis, Collaboration, and Communications
2. Strengthen Whole Community Planning and Preparedness
3. Building Community Resiliency
4. Strengthen Medical Surge and Mass Care Capabilities

Consistent with the NPG, the State of Alaska will also continue to enhance our assets and activities throughout the 31 core capabilities within all mission areas.

D. Coordination

Through existing and newly formed partnerships, committees and workgroups, DHS&EM continues to coordinate activities with other governmental organizations, the private sector, and the public at large. In this way, the state leverages the effectiveness of its facilities, equipment, personnel, procedures, and communications. This systematic approach enables all levels of government and public/private sectors to collaborate effectively in order to identify and address critical gaps, overlaps, and deficiencies. DHS&EM serves as both the leader and the facilitator to improve the level of preparedness and response for the State of Alaska.

The State of Alaska has long recognized the need for, and advantage of, collaboration. Vast areas of the state are owned by the federal government. Much of this and other lands are undeveloped or underdeveloped. Almost every conceivable event, natural or man-made, crosses jurisdictional lines and necessitates interagency planning and response. In recent years,

the State of Alaska has established several innovative bodies and initiatives, depicted above, for statewide planning, exercises, coordination, preparedness, deterrence, and response.

E. Effort

For many years, the state has established and maintained a shared commitment among federal, state, local, and tribal governments, as well as the private sector (both business and volunteer) in its efforts to strengthen the preparedness of the state. This effort has continued to improve capabilities to deal with all identified threats and hazards.

A regional approach will enable preparedness and emergency management entities to collectively manage and coordinate activities consistently and effectively. As used in this document, a “region” refers to a geographic area consisting of contiguous local jurisdictions and unincorporated areas within the State of Alaska. Major events often have regional impact; therefore, prevention, protection, mitigation, response, and recovery missions require extensive regional collaboration. It is vital to enhance efforts by federal, state, local, tribal entities, the private sector, nongovernmental organizations, and individual citizens to communicate and coordinate with one another.

The intent is to identify geographic regions that work best for achieving and sustaining coordinated capabilities through mutual aid agreements. Emergency management stakeholders should foster regional groupings through outreach activities, training, exercises, planning, and mutual aid preparedness agreements. Formal arrangements among regional stakeholders and communities will enable the state, local, and tribal governments, and other partners to coordinate preparedness activities more effectively, pool resources, and mitigate risk.

The State of Alaska leads the following groups that implement homeland security and emergency management program initiatives:

- State Emergency Response Commission (SERC), by law, is an all-hazards commission that provides coordination among state, federal, and local representatives on all emergency management issues. The SERC has eight sub-committees and are managed according to SERC bylaws, policies, and procedures:
 - Finance Committee
 - All-hazards Plan Review Committee
 - Training Committee
 - Disaster Search and Rescue (DSAR) Committee
 - Work Plan Committee
 - Alaska Citizen Corps
 - Interoperable Communications Committee
 - Mutual Aid Compact Committee

- The All-hazards Multi-agency Coordination Group (AH-MAC) serves as the operational coordinating body during homeland security and emergency management events. The AH-MAC is chaired by the Department of Military and Veterans Affairs (DMVA). The AH-MAC consists of senior level management personnel from agencies and jurisdictions supporting event management who are fully authorized to represent and act on behalf of their parent organization. In addition, the AH-MAC meets quarterly, and uses an Interagency Incident Management Team to facilitate preparedness and planning activities statewide.
- The Alaska Partnership for Infrastructure Protection (APIP) provides a forum for the public and private sectors to share information and develop strategies for continuity of services including energy, medical services, transportation, and other vital sectors. The Cybersecurity Working Group is a public-private partnership within APIP that enables discussion and collaboration concerning Alaska cybersecurity activities and initiatives.
- The State Hazard Mitigation Advisory Committee (SHMAC) is a diverse panel of subject experts in a statewide partnership engaged in local mitigation activities. The SHMAC is composed of 56 members representing various government agencies and private organizations throughout the State of Alaska. Each SHMAC member has delegated authority for making policy decisions for their agency or organization, or has direct access to the appropriate authority. The SHMAC assists in coordinating the State's hazard mitigation actions among government and private agencies operating in the State of Alaska. The SHMAC also prioritizes Hazard Mitigation Grant Program (HMGP) projects following federal disasters for recommendation to the Governor's Disaster Policy Cabinet (DPC).
- The DPC provides recommendations to the Governor on state commitment levels, policy direction, and interagency coordination on response and recovery efforts following an event. Additionally, this cabinet approves long-term recovery projects and the statewide hazard mitigation grant program projects.
- The State Security Vulnerability Assessment (SVA) Team is a multi-discipline team that assesses and provides recommendations for protection of critical infrastructure/key resources (CI/KR). This team assists governmental and private sector CI/KR owners.
- The Statewide Hazardous Materials (Hazmat) Response Working Group provides a regional approach to identifying hazmat response equipment and training needs across the State of Alaska. This group has been very effective at prioritizing resources including grant allocations to meet identified needs. One of those results has been the development of Statewide Regional Hazmat Response Teams.
- The State of Alaska has established and tested mutual aid and assistance compacts among and between state, local, and tribal entities, as well as private and non-

governmental partners. The scope of these compacts has expanded significantly in recent years to include pre-incident preparedness, focused on planning, training, and exercises.

- The state is a signatory to the Pacific Northwest Emergency Management Arrangement (PNEMA), a mutual aid agreement between the States of Alaska, Oregon, Idaho, and Washington; and in Canada, the Province of British Columbia and the Government of the Yukon Territory.
- The state is a member of the Emergency Management Assistance Compact (EMAC), a congressionally ratified organization that provides form and structure to interstate mutual aid and resolves liability and reimbursement concerns.
- The Alaska Intrastate Mutual Aid Compact was signed into law in 2013, providing a mechanism to allow each political subdivision in the state to provide mutual aid in times of local disaster emergencies; this compact will allow political subdivisions to provide mutual aid to one another without having to enter into individual mutual aid agreements with every other municipality or borough in the state; this compact is currently being worked/coordinated by the SERC and DHS&EM.

F. Description of Jurisdictions

Approximately 93 percent of the state's total population is contained within 31 jurisdictions. These jurisdictions include 18 of the state's 19 boroughs and 15 of the cities that lie in the unorganized borough (the state's 19th borough). These jurisdictions are encouraged to apply for Homeland Security Grant funding through the state. Other communities are encouraged to work with DHS&EM to develop and participate in homeland security and emergency management hazard reduction, prevention, and preparedness activities through regional events.

The State of Alaska, with 229 federally recognized tribes, is unique with respect to tribal issues. Alaska Native tribes are unlike tribes in other states. With the exception of the Metlakatla Indian Tribe on Annette Island, tribes are not geographically defined, confined to reservations, or co-located on government land. Without having distinct geographic bases, Alaska Native tribes are less susceptible to be potential terrorist targets.

G. Descriptions of Regions

The State of Alaska is unique in its interstate regionalization when compared to the contiguous lower 48 states. The State of Alaska does not share a border with any other state; it does, however, share a 1,539 mile border with Canada. The border encompasses both the Province of British Columbia and the Yukon Territory. The state also shares a maritime border with Canada and a maritime border with the Russian Federation.

The State of Alaska is subdivided several ways for public safety purposes. Each subdivision has been established by respective agencies based primarily on geography and specific mission.

Political Jurisdictions

Article X of the State of Alaska's Constitution provides for maximum local self-government with a minimum of local government units. The article further provides for the state to be divided into boroughs, both organized and unorganized.

Below is a link to a map depicting the current political boundaries of the State of Alaska's boroughs. This map also reflects Alaska Regional Education Attendance Areas (REAs). There are 18 boroughs and 19 REAs in Alaska. Since a large geographic portion of the State is not in an organized borough, the REAs serve to subdivide the unorganized borough. These subdivisions are routinely used by FEMA as established boundaries for purposes of federal disaster declarations. <http://www.dcr.commerce.alaska.gov/comboromap/CRMap.pdf>

Local Emergency Planning Districts

In addition to the political boundaries described above, the SERC has divided the state into 21 Local Emergency Planning Districts (LEPDs) and established LEPCs for each district.

Alaska Emergency Medical Services Regions

Emergency medical services (EMS) in the State of Alaska are provided by paid and volunteer responders incorporated in seven regions. There are over 4,000 EMS, emergency medical technicians (EMT), EMS instructors, and defibrillator technicians certified by the State of Alaska Department of Health and Social Services (DHSS), as well as another 175 mobile intensive care paramedics licensed through the State of Alaska Department of Commerce, Community and Economic Development (DCCED).

Alaska State Trooper Regions

All law enforcement services in the State of Alaska are provided at the city/municipal level or by the Alaska State Troopers (AST). The only borough level law enforcement agency is the North Slope Borough Police Department. For regionalization purposes, AST has divided the state into five regions. Many jurisdictions in the State of Alaska have no local law enforcement and no AST presence. Many of these jurisdictions are served by the Village Public Safety Officer (VPSO) program. The VPSO program was designed to train and employ individuals residing in the village as first responders to public safety emergencies such as search and rescue, fire protection, emergency medical assistance, crime prevention, and basic law enforcement. In addition to regionalization for AST, these same boundaries are used for the State of Alaska's regional Tactical Interoperable Communications Plans (TICPs).

II. Goals, Objectives, and Implementation Steps

Goal 1: Strengthen Information Sharing, Analysis, Collaboration, and Communications

Mission Area Alignment: Intelligence and Information Sharing (Prevention and Protection), Operational Communications (Response), and Situational Assessment (Response)

Objective 1A: Continue to develop and maintain a network and procedures among local, tribal, state, federal, and private sector organizations to disseminate critical and time-sensitive intelligence among participants.

Steps:

- Integrate existing interagency information sharing processes into a statewide information network.
- Continue to expand the use of the Homeland Security Information Network (HSIN) state portal to include expansion to the Homeland Security Data Network and Infrastructure Protection Gateway (IP Gateway).
- Focus products and processes based on graphical based platforms such as geographic information system (GIS).

Objective 1B: Ensure local agencies and jurisdictions possess operable and interoperable capabilities as needed.

Steps:

- Complete community-by-community communications capability and needs assessment.
- Identify un-served and underserved communities that lack operable communications systems; prioritize resource allocation based on gaps.
- Identify voice and data communications technology that is economically and technically appropriate to each community.
- Provide resources to build interoperable communications systems where appropriate; work toward connecting existing disparate systems through gateways and other technologies.
- Facilitate and support local communications training and exercise activities.

Objective 1C: Ensure communities are interoperable with neighboring communities, and ensure regional hubs and state/federal responding agencies have the appropriate technologies and procedures to provide interoperability when responding to incident and event locations.

Steps:

- Assess existing regional and neighboring community communications systems and solutions.

- Assess local mutual aid agreements and procedures including regional Tactical Interoperable Communications Plans (TICPs) to determine communications requirements.
- Identify gaps in voice and data communications between neighboring communities while leveraging existing systems and technologies.
- Facilitate and support regional training and exercise activities including TICIP validation exercises.
- Inventory current strategic and tactical reserve capabilities and existing fixed and deployable voice and data interoperability infrastructure (i.e., gateways).
- Identify suitable locations for additional fixed and deployable reserve components. Acquire and deploy strategic technology reserve equipment.

Objective 1D: Improve statewide alert and warning capability.

Steps:

- Update State of Alaska Emergency Alert System (EAS) plan to incorporate next-generation EAS, Common Alerting Protocol 2.0. Develop Amber Alert and Tsunami Warning annexes.
- Update and disseminate Alaska Amber Alert System Plan.
- Analyze and design next generation Emergency Alert System dissemination architecture.
- Continue to leverage federal programs for the deployment of siren systems.

Goal 2: Strengthen Whole Community Planning and Preparedness

Mission Area Alignment: Community Resilience (Mitigation), Long-term Vulnerability Reduction (Mitigation), Threats and Hazard Identification (Mitigation), Economic Recovery (Recovery), Supply Chain Integrity and Security (Protection), Cybersecurity (Protection), Critical Infrastructure Planning (Protection), Physical Protective Measures (Protection), Risk Management for Protection Programs and Activities (Protection)

Objective 2A: Analyze state and local all-hazards emergency operations plans for compatibility and promote the continued development of regional mutual aid agreements and procedures.

Steps:

- Develop a statewide mutual aid compact.
- Exercise local and regional mutual aid agreements.
- Continue to exercise Emergency Management Assistance Compact (EMAC) and the Pacific Northwest Emergency Management Arrangement (PNEMA) agreements.
- Develop procedural guidance for local communities on Threat and Hazard Identification and Risk Assessments (THIRA), the NPG, and continuity of government and operations plans.
- Assist state and/or local agencies in the development and exercising of new emergency operations and COOP/COG plans.

- Implement the technical assistance delivery of the Small Community Emergency Response Plan process to rural communities.

Objective 2B: Analyze and update state and local hazard mitigation plans and promote the development and implementation of mitigation strategies toward community resilience.

Steps:

- Review and update state and local hazard mitigation plans as required.
- Continue to implement hazard mitigation planning technical assistance to local communities without local hazard mitigation plans
- Continue to provide hazard mitigation project development and grant management technical assistance to local communities.
- Continue to conduct hazard mitigation program and preparedness community outreach
- Continue to provide mitigation technical assistance during disaster recovery operations
- Strengthen interagency coordination and collaboration with state and federal agencies in whole community and hazard mitigation planning via various working groups and other programs/committees.

Objective 2C: Strengthen regional capabilities through joint preparedness activities and expand citizen capabilities and preparedness through community, school, and private sector/business outreach.

Steps:

- Develop and implement regional and statewide workshops/conferences on homeland security and emergency management issues.
- Provide training and other support as necessary to assist local jurisdictions to further develop preparedness and an ongoing process to sustain citizen preparedness capabilities.

Objective 2D: Reduce the vulnerability of critical infrastructure and key resources (CI/KR) through critical infrastructure planning.

Steps:

- Provide Security Vulnerability Assessments for communities and facilities as warranted or requested.
- Manage the state's critical infrastructure and high visibility potential targets using IP Gateway.
- Continue to strengthen and extend the reach and influence of the State of Alaska Partnership for Infrastructure Protection (APIP).
- Continue to support infrastructure working groups in the development of sector assurance plans.
- Improve multi-agency response capabilities through statewide cybersecurity initiatives; develop processes for analysis of cyber threats to state, local, and private infrastructure.

Objective 2E: Increase first responder capability, identification and initial response, material and device detection, decontamination, and detonation of CBRNE events throughout the state.

Steps:

- Continue to support the development of regional hazmat teams.
- Assist regional hazmat teams in identifying/acquiring needed equipment.
- Integrate detection scenarios into interagency and regional exercises.
- Coordinate and facilitate training appropriate to the CBRNE needs of the communities.

Goal 3: Building Community Resilience

Mission Area Alignment: Community Resilience, Long-term Vulnerability Reduction, Risk and Disaster Resilience Assessment, Threats and Hazard Identification (Mitigation); Economic Recovery, Health and Social Services, Housing, Infrastructure Systems (Recovery).

Objective 3A: Develop and maintain a State of Alaska Long-term Recovery Framework.

Steps:

- Lead coordination efforts and continue to build relationships with state agencies identified as coordinators for the six Recovery Support Functions.
 - Infrastructure: DOT&PF
 - Economic: DCCED
 - Community Planning/Capacity Building: DCRA
 - Health: DHSS
 - Housing: AHFC
 - Natural/Cultural Resources: DNR
- Evaluate methods for better coordination/communication with the State Hazard Mitigation Grant Program to increase community resilience.
- Develop a long-term recovery toolbox for inclusion on the DHS&EM website that communities can use to assist them in building pre-disaster recovery plans.
- Conduct state recovery efforts using guidance from the FEMA National Disaster Recovery Framework and FEMA Recovery Operational Plan (currently under development).

Objective 3B: Complete Public Assistance Infrastructure Capability Assessment for disaster affected communities.

Steps:

- Review affected communities' project performance in previous disasters.
- Determine if affected communities have had previous grant funds de-obligated, are non-compliant with the state single audit act, or are on DCCED current lien list.
- Score affected communities using criteria on tool form.

- Develop recovery activities using results from the High Risk Assessment tool.

Objective 3C: Identify Public Assistance Infrastructure “High Risk” and “At Risk” communities at disaster event on-set to help tailor recovery activities.

Steps:

- Meet with local officials with infrastructure knowledge to complete the Public Assistance Capability Assessment report
- Review results with local official assigned as Public Assistance “Applicant Agent”
- Counsel Applicant Agent in Public Assistance project formulation procedures
- Advise Applicant Agent in methods and prioritization of project completion using information developed from the capability assessment
- Assist Applicant Agent to ensure projects are documented and scoped thoroughly for reasonable methods and costs based on the assessment results
- Assist Applicant Agent with project quality control reviews prior to acceptance

Objective 3D: Provide hazard mitigation planning, project and grant management technical assistance to local communities to develop and implement community resilience strategies

Steps:

- Continue to identify communities without local hazard mitigation plans and provide state technical assistance to develop local hazard mitigation plans
- Continue to provide hazard mitigation program outreach to communities and during semi-annual preparedness conferences and other regional venues
- Continue to coordinate periodic project application development training
- Provide hazard mitigation grant application technical assistance to communities.
- Conduct community hazard mitigation project identification technical assistance upon request and during disaster recovery operations.

Goal 4: Strengthen Medical Surge and Mass Care Capabilities

Mission Area Alignment: Fatality Management Services (Response), Mass Care Services (Response), Mass Search and Rescue Operations (Response), Public Health and Medical Services (Response), Screening/Search/Detection (Protection)

Objective 4A: Ensure medical community has capability to handle all-hazard events during emergency conditions through cooperation and sharing of resources.

Steps:

- Coordinate with the Department of Health & Social Services’ Section of Emergency Programs on updating/refining local response plans to facilitate medical surge and mass care with local health care facilities.

- Assist in acquiring equipment for Alaska hospitals to help medical surge capability.
- Coordinate training and exercising medical surge and mass care capabilities within a multi-agency context.

Objective 4B: Observe, measure, and enhance medical surge capacities at the local and state level.

Steps:

- Develop a medical surge strategy focusing on staffing, information, tactics/technology, medical transportation, and medical supply.
- Identify and document local, state, and federal medical surge capacity.
- Train then exercise the medical surge strategies and response capabilities.
- Identify and document shortfalls through the State Preparedness Report.

Objective 4C: Observe, measure, and enhance mass care capabilities at the local and state level.

Steps:

- Plan and develop pre-identified shelter sites and mass care first aid stations.
- Plan and develop support requirements for shelter operations such as emergency feeding, security, pet sheltering, shelter maintenance/operations, and crisis counseling; plan and develop support requirements for individual assistance and bulk distribution of relief to disaster victims.
- Integrate Red Cross Safe and Well Program within mass care programs at the local and state levels.

III. Evaluation Plan for the Homeland Security Strategy

DHS&EM is the agency responsible for ensuring the accomplishment of the goals contained in this strategy. Evaluation of progress toward achieving goals and objectives will be accomplished by the State Emergency Response Commission (SERC), which serves as the State's Senior Advisory Committee.

The strategy goals and objectives will be incorporated into other state guidance documents. This will include the State Annual Budget and Performance Measures, DMVA Strategic Plans, and associated reports; therefore, measurement of the strategy's success will also be tracked through these guidance documents based on the following timelines, responsible parties, and mechanisms:

- DHS&EM report quarterly on major accomplishments and these reports are then used to develop quarterly narratives for performance measures.
- DHS&EM report quarterly on performance measures through the state's Automated Budget System.

- DHS&EM report annually on significant accomplishments through the state's Automated Budget System.
- DHS&EM report annually on measurement against the DMVA Strategic Plan available in hard copy.
- Above reports are available to the SERC for review biannually.

The State's Homeland Security Grants provided to jurisdictions or other state agencies incorporate the SHSS. Applicants are required to identify applicable strategy objectives for requests. Successful applications are then processed for sub-grant awards, and project budget details are tied directly to the strategy objective with timelines. Therefore, measurement of the strategy's success will also be tracked through these sub-grant awards based on the following timelines, responsible parties, and mechanisms:

- DHS&EM project managers receive quarterly reports for sub-grants with financial and project narrative accomplishment reports tied to the identified objective.
- DHS&EM project managers capture reporting information into a grant database built to track and report various facets of these grants.
- DHS&EM project managers review/recommend to the SAA the re-allocation or de-obligation of funds based on sub-grantee performance in meeting identified timelines and objectives.
- A summary of above reports are available to the SERC for biannual review.

The State Emergency Response Commission (SERC) established by Alaska Statute as the Governor's Advisory Committee for planning and preparedness for all hazards in 1990 serves as Alaska's formal DHS required Senior Advisory Committee (SAC). The SERC is established under AS 26.23.071 with formal established membership across local, State and federal entities. The SERC facilitates the preparation and implementation of all emergency plans at all levels within the State; establishes local emergency planning committees; makes recommendations to appropriate parties to improve prevention and preparedness; and performs coordinating, advisory and planning tasks related to emergency planning and preparedness for all hazards. The SERC has established bylaws, policies and procedures, and a biannual work plan. The SERC meets twice annually and through DHS&EM, reviews the Threat and Hazard Identification & Risk Analysis (THIRA) and State Preparedness Report. The SERC coordinates multi-agency funding opportunities to ensure the gaps identified in the THIRA are addressed to the extent funding allows. Alaska's preparedness and planning priorities are identified and implemented through DHS&EM as the SAA. The SERC Coordinator serves as the SAC Point of Contact. The Alaska Statutes and ancillary governing documents supersede the need for a charter document and have served the State well across multiple Administrations, regardless of political affiliation.

If a revision or amendment of the objectives is determined to be necessary, the SAA will identify revised goals and objectives and report changes to DHS. This report will earmark those

goals and objectives which have been revised and provide new supporting information regarding their measurements and assigned completion dates. Additionally, this report will also reflect successful achievement of strategy objectives.