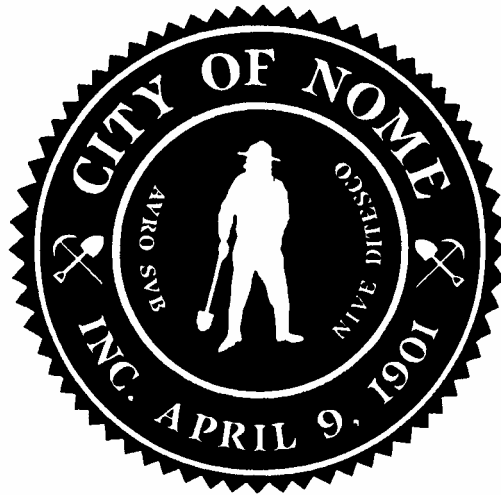


# City of Nome Disaster Response Plan

## Volume 1- Administrative Overview



February 2004

City of Nome  
Nome, Alaska 99762  
907.443.6663

Volume 1 – Administrative Overview  
City of Nome Disaster Response Plan



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# 1 Emergency Management

This section contains the various federal, state and local statutes, rules and regulations authorizing emergency management, as well as emergency management policy statements.

## 1.1 Authorities

The City of Nome has adopted this Disaster Response Plan under the following local state and federal authorities:

Federal	PL 81-920 (Civil Defense Act of 1950 as amended)
	PL 93-288 (Disaster Act of 1974)
	PL 103-325 (National Flood Insurance Reform Act of 1994)
	P.L. 106-390 (Disaster Mitigation Act of 2000)
State	AS 26 Chapter 20 (Civil Defense Act)
	AS 26 Chapter 23 (Alaska Disaster Act)
City of Nome	Code of Ordinances, City of Nome, Ordinance No.459, June 13, 1966.

## 1.2 Plan Purpose and Executive Approval Statement

This City of Nome Emergency Operations Guide serves the following purposes:

- Provide a single comprehensive plan for providing emergency/disaster response and recovery services.
- Identify hazards that threaten the City of Nome.
- Describe an effective emergency management organization, which utilizes to the fullest possible extent existing local government, agencies, and resources and selected volunteer and private resources within the City.
- Assign responsibilities to agencies, groups, and individuals tasked to support this plan.
- Maintain continuity of government activities.
- Save lives, reduce casualties, and minimize damage to property and other valuable resources within the City.
- Provides for recovery in the aftermath of any disaster.
- Fulfills local Hazard Mitigation Plan requirements and the requirements of the Disaster Mitigation Act of 2000 (DMA2000) and the National Flood Insurance Reform Act of

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1994 (NFIRA). Nome completed the Hazard Mitigation Plan, accepted and approved by FEMA in January 2003.

- Ensure that all possible activities are reviewed and implemented so that disaster related hazards are addressed by the most appropriate and efficient solution.
- Link hazard management policies to specific activities.
- Educate residents about potential hazards that threaten the community, including but not limited to flood and erosion hazards, extreme weather conditions, ice override and earthquakes.
- Build public and political support for projects that prevent new problems from known hazards and reduce future losses.
- Fulfill planning requirements for future hazard mitigation project grants.
- Facilitate implementation of hazard mitigation management activities through an action plan.

This plan consists of two volumes:

- Administrative Overview
- Emergency Operations Guide.

This plan shall be activated whenever there is a disaster emergency that could significantly threaten human health, property or the environment.

Upon declaration of a disaster emergency, the designated person responsible for disaster emergency management is authorized to commit the resources necessary to carry out the provisions of this plan.

Mayor

3.1.2004

Date



### **1.3 Policy Statements**

It is the policy of the City of Nome to protect lives, property and resources within the City from the effects of hazardous events.

#### **1.3.1 General Policies**

- Priority of effort will be in accordance with the goals of this plan: to save lives, reduce casualties, and minimize damage to property and resources.
- As a matter of policy, funds to meet disaster emergencies will always be available.
  - ✓ First resource will be to funds regularly appropriated to City agencies.
  - ✓ When necessary, the Incident Commander may transfer money appropriated for other purposes or borrow from State or federal governments or public or private sources for terms to be approved by the City Council.
- This plan is based upon the concept that the emergency functions for tasked agencies and individuals will generally parallel their normal day to day activities. However, day to day functions, which do not contribute directly to the emergency operation, may be suspended in order to mobilize additional resources (personnel, facilities, equipment or funds) for emergency response and recovery.
- Use will be made of volunteers (organizations or individuals) that can furnish manpower, money, and supplies to assist in disaster relief.
- There will be no discrimination on the grounds of race, color, religion, nationality, handicap, sex, age or economic status in the execution of emergency management functions.
- In keeping with a nationwide strategy of an Integrated Emergency Management System (IEMS) and an all hazard approach to planning, this plan is concerned with all types of emergency situations that may develop, including national security and nuclear attack. It also accounts for activities before, during, and after emergency operations.

#### **1.3.2 Operational Policies**

##### **Levels of Incidents**

Activation of this plan is based on the following definitions and criteria:



**Table 1-1, Incident Levels**

Incident Level	Criteria
Level I	The normal operations of the various city departments that can be managed with department policies and SOP and does not require implementation of the plan.
Level II	An incident that has special or unusual characteristics not readily managed by department policies and SOP, and/or requiring response by more than one city department, and/or which is beyond the capabilities of available resources (including mutual aid), will require partial or full implementation of this plan.
Level III	An incident that requires the coordinated response of all levels of city government to save lives of a large portion of the population, protect property and the environment. Such a disaster emergency may require the sheltering or relocation of the affected population. Under such conditions, this plan shall be implemented.

**Plan Activation**

When an emergency exceeds or threatens to exceed the capability of the community’s normal emergency services, the individual in charge of the incident (police chief, fire chief, public works director, etc.) will inform the City Manager who will, in turn, contact the City Mayor and request a proclamation of a local disaster emergency. Such a proclamation activates the plan, puts the Incident Commander in charge, and authorizes use of emergency powers defined in this plan. If the magnitude of the disaster exceeds the capability of the City’s resources, a request for State assistance will be processed through ADES. The Governor, if necessary, will request Federal aid.

The City of Nome’s emergency organization is the coordinating agency for all activity connected with civil defense and other disaster operations. It will organize and function using Incident Command System (ICS) principles.

The City Manager or a designated appointed alternate will serve as the Incident Commander of the emergency organization. The City Manager has authority to declare a disaster emergency within the City if a disaster has occurred or is imminent or threatened. If the City Council is not in session when a disaster emergency proclamation is issued, concurrent with the issuance of the proclamation, a special session of the Council will be requested to ratify the action taken. A disaster emergency declaration shall terminate after no more than seven days unless extended by a City Council resolution.

A proclamation of a disaster emergency activates the disaster response and recovery aspects of this plan and constitutes authority for the deployment and use of any emergency forces to which the plan applies. During the effective period of a disaster emergency, the Incident Commander commands all emergency activities and other unorganized elements available for emergency duty. The Incident Commander may delegate or assign direction authority by appropriate orders or regulations.



**Levels of Activation**

<b>Level I Activation</b>	Individual City Department management of incident with SOP. City Manager notified post incident.
<b>Level II Activation</b>	Multiple City Departments, possible local community resources required. City Manager and Mayor notified at the time of incident. Incident Command Systems implemented on a limited and short term basis.
<b>Level III Activation</b>	Resources beyond community response capabilities. Notification of all LEPC participants. Mayor and City Council notified immediately. Incident Command System implemented for all four sections as long as required.

**Activation Procedures**

The City will employ a functional approach to emergency operations and disaster management. In general terms, the following scenario will be followed:

- Initial warning or notification of an incident is expected to be received by Police Dispatch and initial response undertaken by police, fire and/or emergency medical units. If the incident is too large or escalated beyond the capability of available resources to manage, the City Manager will declare a local disaster emergency.
- This plan will be implemented, key members of the City’s emergency organization notified and called to duty, and the Emergency Operations Center (EOC) activated.
- Initial efforts will focus on situation assessment. Efforts will continue to control the threat and rescue victims. Available information will be analyzed and actions taken to keep all elements of the community well informed.
- People at risk or in the position to be threatened will be either evacuated or directed to shelter in place. The City’s primary shelter is the Nome Recreation Center. If that area of the City is threatened, the Nome High school or Nome Elementary School will be used as an alternate shelter.
- If the entire community is at risk, residents will be directed to a temporary safe haven or assembly area to be chosen by the City’s Emergency Organization.

**1.4 Responsibilities**

Most departments within the City of Nome have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures and SOPs.

It is the responsibility of the manager or supervisor of each department within the City government to establish procedures for the preservation of important records and equipment during and after disaster emergencies. A listing of what items need to be preserved will be maintained in each department.



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The following is a summary of the **Incident Commander's** Responsibilities:

- During the effective period of a disaster emergency, the Incident Commander may:
- Suspend the orders or regulations of City departments that may impede or delay actions necessary to cope with the disaster emergency.
- Use City resources in a reasonable manner to cope with the disaster emergency.
- Reassign personnel or alter City department or office functions for the purpose of enabling or performing disaster emergency services.
- Commandeer or use private property, except news media property, necessary for coping with the disaster emergency.
- Direct or compel relocation of all or a portion of the population from stricken or threatened areas of the City.
- Designate routes and modes of travel necessary for relocation.
- Direct the City's emergency services departments to control access to a disaster area, movement of persons within the area, and occupancy of premises within the area.
- Suspend or limit the sale or transportation of alcoholic beverages, firearms, ammunition, explosives or combustibles.
- Make provisions for and use of temporary housing.
- Impose curfews.
- Allocate, ration, or redistribute food, water, clothing, or other items deemed necessary.
- Order the construction of temporary works for the purpose of protecting against or mitigating danger, damage, or loss from disasters.

The **City's emergency service agencies** (police, fire, emergency medical services, and public works) are also tasked as follows:

- Maintain internal personnel notification/recall rosters and a system to recall of duty/volunteer personnel and mobilize additional resources.
- Assure their dispatch/field command centers maintain contact with the EOC during disaster emergencies and that accurate, verifiable field observations are expeditiously passed to the EOC Plans Section concerning:
  - ✓ Confirmed casualties (fatalities, injuries)
  - ✓ Property damage
  - ✓ Radiological or hazardous substance levels, plume movements, etc.
  - ✓ Status of personnel, equipment and facilities

Dispatch/field command centers will provide the link for internal direction and control of responding agencies. Augmenting resources that integrate and work with City responders



will be briefed in internal chains of authority and channels of communication so that their activities can be supervised and coordinated.

- Assure their personnel receive and stay current in training necessary for them to perform safely in radiological or hazardous substance environment.
- During radiological or hazardous substance incidents, insure their personnel are provided:
  - ✓ Adequate protective clothing, respiratory devices, and antidotes
  - ✓ Detection devices
  - ✓ Dosimeters and dosage records for documenting exposure levels
  - ✓ Decontamination and safe disposal facilities
- Provide logistics support to field elements within limits of assigned resources. When additional or replacement assets are required, initiate appropriate requests through EOC Logistics Section.
- Negotiate and develop mutual aid agreements with other City, State, federal and private sector agencies.
- Support clean up and recovery operations in addition to response activities during disaster emergencies. Train assigned personnel as well as volunteers and temporary workers in disaster roles.

The **City Manager** shall:

- Plan and manage radiological defense activities. Principle tasks are:
  - ✓ Assist the Public Information Officer to prepare materials that provide survival tips for a nuclear attack.
  - ✓ Train to the level of a Radiological Defense Officer and a Radiological Instructor. Furnish training to community personnel who perform as Radiological Response Team members, Radiological Monitors, and Shelter Managers.
  - ✓ Maintain the City's inventory of RADEF instruments and distribute instruments to users during periods of increased readiness or nuclear attack response.
  - ✓ Perform as the City's Radiological Defense Officer in the EOC. Assist the Plans Section Chief by receiving, displaying, analyzing and reporting RADEF data and other weapons effects reports.
  - ✓ Plan for and staff the City's Weapons Effects Reporting Network and furnish advice and recommendations to the EOC staff regarding the current and forecasted radiological situation and appropriate countermeasures.
- Plan for the activation of the City's Emergency Operations Center and assure that the City's Logistics Section Chief is well versed in all such plans and procedures.



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- Organize, manage and coordinate the planned services and donations of individuals and volunteer groups. Assure the Plans Section Chief and the Logistics Section Chief are kept informed on the planned participation of all volunteer resources.

The following paragraphs delineate the responsibilities of the various levels of government:

- **Local Government:** The City of Nome is a separate emergency jurisdiction. It independently directs and controls its emergency plans, programs and emergency response resources. In matters of mutual interest it cooperates with private sector and volunteer organizations to enhance the protection of lives, property and resources within the City. If additional resources are furnished by State, federal, private sector or volunteers for the purpose of performing like tasks or working alongside City workers, their efforts will be supervised by the City's emergency organization. Disaster relief work that is unique to the agency furnishing the resources will be supervised by that agency, but coordinated with the City's emergency organization.
- **State Government:** Direct Liaison and mutual aid is routinely exchanged with some State agencies through local offices located in the City: Department of Public Safety, Department of Transportation and Public Facilities, Department of Fish and Game, Department of Health and Social Services and the Alaska Court System. State emergency and disaster assistance is requested, if necessary, by contacting the Alaska Division of Emergency Services (1-800-478-2337). State government may assist if technical support, additional authority, or added resources are required to respond effectively to an incident. Appendix 3 provides a sample disaster emergency declaration that can be used to formally request State assistance.
- **Federal Government:** Direct liaison and mutual support is also routinely exchanged with some federal agencies which have offices in the City. Most forms of federal aid in disaster situations will be requested through and coordinated by the Alaska Division of Emergency Services.

**Administrative** responsibilities are assigned to:

- Following ICS guidelines, the **Plans Section** is assigned primary responsibility for information management and incident documentation for analytical, legal and historical purposes.

**Logistical support** is assigned to:

- Logistics support for the City's emergency organization is assigned to the **City's Clerk**.
  - ✓ Requisitions for supplies or equipment will be initiated by the using agency, coordinated and monitored by the Logistics Section, and approved by the Incident Commander.
  - ✓ The Finance Section will handle payment and cost accounting.

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- ✓ Special Equipment, such as Radiological Defense Instruments, will be obtained from unique sources such as ADES. The Alaska Division of Emergency Services has pre-positioned two CDV 777 and two CDV 777-2 kits in Nome. These kits are calibrated and maintained by ADES at no cost to the City. On a routine basis, they are in the custodial care of the City's Civil Defense Director.
  - Other logistical support to be furnished or arranged by the logistics section includes facilities, transportation, communications, feeding and medical aid.

The **City Finance Controller** performs **fiscal functions**. This includes:

- Cost accounting and oversight of rental agreements and other contracts.
- Keeping accurate records of the cost of handling a disaster. At a minimum, these records should include:
  - ✓ The amount of insurance, wages, and overtime of disaster workers, equipment utilization and standby time, resources committed, material expenditures, and compensation/claims paid.
  - ✓ Utilization of volunteer personnel and volunteered equipment in the event claims for reimbursement are forthcoming after the incident.

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Table 1-2 Department and Personnel Responsibilities

	Department / Personnel	Incident Commander	Public Information Officer	Operations Section	Plans Section	Logistics Section	Finance Section / Controller	Public Works / Utilities	Fire & Rescue	Health & Medical / EMS	Police & Law Enforcement	Warning Coordinator	Welfare & Shelter	Emergency Program Manager	EOC Manager	Animal Care & Control Agency	Volunteer Organizations	Other Organizations	
<b>Responsibilities</b>																			
Warning				P															
Alerting & Notification				P															
EOC Activation		P	S	S	S	S	S								P				
Communications			S			P					S	S					S		
Situation/Damage Assessment					P														
Resource Management					P														
Direction & Control		P		S	S						S								
Law Enforcement										S	P								
Fire & Rescue									P	S									
Evacuation		P	S	S	S				S		S								
Mass Care/ Shelter & Human Services						S				S		P					S	S	
Health & Medical									S	P									
Emergency Public Information			P														S	S	
EMS										P									
Public Works								P											
Utilities								P											
Shelter in Place			S						S		S				P				
Logistics Support		S				P													
Finance		S					P												
Continuity of Government		P		S	S	S	S												
Radiological Defense		S													P				
P: Primary Responsibility																			
S: Secondary Responsibility																			
P/S: Depending upon nature and scope of the emergency																			

### 1.5 Phases of Emergency Management

The EOC will remain operational on a 24 hour basis throughout the response phase and into the early recovery phase. This will generally be when the threat passes or is contained and essential government and privately furnished services are restored along with life’s necessities such as water, food, shelter, clothing, and sanitation. Long term recovery will be carried out by the City’s normal government agencies. In general terms this consists of more permanent forms of damage repair and community restoration to pre-disaster conditions.



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The City Manager as the City's chief executive, may order emergency forces to the aid of other communities when required in accordance with State statutes and he/she may request the State or another political subdivision of the State to send aid to the City of Nome when disaster emergency conditions are beyond the capability of the City's emergency organization.

## **1.6 Emergency Management Offices and Committees**

Within the office of the City Manager an Emergency Management Coordinator will be appointed to assist in carrying out the City's emergency management responsibilities. The Emergency Management Coordinator functions as the City's Disaster Agency for planning. The position of Emergency Management Coordinator is currently assigned to the City's police force. This individual is the City's point of contact for liaison with external government agencies, volunteer groups, and private sector organizations, especially in matters related to disaster mitigation, preparedness, response and recovery.

### **Succession of Command**

- Should the Office of the Mayor become vacant or should the Mayor be unable to perform his or her duties, the Council will select a replacement.
- Until a replacement is named, the presiding officer of the City Council will perform the function of Mayor.
- Should the Office of the City Manager become vacant, the function of the Director of the City's Emergency Management Organization will be performed by the Emergency Management Coordinator until such time as the City Council appoints a new City Manager or designates another individual to perform the functions of the Director of the Emergency Management Organization.





### 2.3 Distribution List

The following personnel, positions, departments and agencies have copies of the City of Nome Disaster Response Plan.

<b>City Agencies / Individuals</b>	<b>Number of Copies</b>
City of Nome – Mayor and Nome Common Council	
City Manager	
City Finance Controller	
City Logistics Chief	
City Planning Chief	
Emergency Management Coordinator	
Nome Police Department Chief	
Nome Volunteer Fire Department Chief	
Nome Volunteer Ambulance Department Chief	
Public Works Department Managers	
Nome Joint Utilities Systems Manager	
Norton Sound Regional Hospital – Hospital Services Vice President	
Nome Public Schools Superintendent	
<b>State Agencies</b>	
Alaska Department of Military & Veteran’s Affairs	
Alaska Division of Emergency Services and Homeland Security	
Alaska Department of Transportation & Public Facilities	
Alaska Department of Environmental Conservation	
Alaska Department of Fish & Game	
Alaska Department of Labor	
Alaska State Trooper	
<b>Federal Agencies</b>	
U.S. National Park Service	
U.S. Coast Guard	
U.S. Federal Aviation Administration	
U.S. Weather Service	
<b>Private Agencies</b>	
Local Emergency Planning Committee participating organizations:	
KICY Radio	
KNOM Radio	
GCI Cablevision	
Alascom	
TelAlaska Phone Systems	
Alaska Airlines	
Local Air Carriers	
Local Construction Contractors/	
<b>Total Distribution</b>	



## 2.4 Plan Review Cycle

Maintenance of the plan is a responsibility of the City Manager. The plan will be periodically exercised and reviewed by tasked agencies at least annually. Recommended changes will be coordinated with the City Manager and other affected agencies before consolidation and publication as a formal change. Formal revisions will be published as page changes and forwarded to all recipients.

In addition, the plan will be updated as appropriate when a disaster occurs that significantly affects Nome, whether or not it receives a Presidential Declaration. The update will be completed as soon as possible, but no later than the 12 months following the date the disaster occurs.

Routine maintenance of the plan will include adding projects, as new funding sources become available or taking projects off the list when they are accomplished.

The following table is intended as a guide for the EOP review committee. At a minimum, a disaster response plan should address these topics:

<p><b>1. Hazards Analysis and Risk Assessment</b></p>	<p>Should include descriptions of the populations at risk from the various hazards identified.</p>
<p><b>2. Administration and Authorities</b></p>	<ul style="list-style-type: none"> <li>• Plan promulgation ordinance (letter is acceptable; ordinance is preferred).</li> <li>• Reference to emergency ordinances that grant emergency powers and authorities during the response phase; especially for plan implementation.</li> <li>• Disaster declaration process to include a provision for a local declaration <u>without</u> a request for State assistance, as well as a declaration <u>with</u> a request for State assistance.</li> <li>• Equal opportunity statement.</li> <li>• Identification of responsible officials for:                         <ul style="list-style-type: none"> <li>✓ Maintaining plan.</li> <li>✓ Preparing and maintaining checklists or SOPs.</li> <li>✓ Maintaining notification or recall rosters.</li> <li>✓ Maintaining succession rosters.</li> <li>✓ Training staff and volunteers.</li> </ul> </li> <li>• Description of levels of activation and designation of person(s) who have the authority to prescribe the levels.</li> <li>• A map showing the locations of the EOC, the alternate EOC, shelters, EHS facilities, evacuation routes and populations at risk.</li> </ul>
<p><b>3. Direction and Control</b></p>	<ul style="list-style-type: none"> <li>• Designation of the person in charge of disaster response.</li> <li>• NIIMS ICS and plan for implementing it.</li> <li>• Designation of the person who is responsible for setting up the EOC.</li> </ul>



	<ul style="list-style-type: none"> <li>• EOC facility designation to include alternate power supply.</li> <li>• Provisions for 24 hour EOC staffing.</li> <li>• Designation of an alternate EOC.</li> </ul>
<p><b>4. Communications</b></p>	<ul style="list-style-type: none"> <li>• Designation of the person responsible for communications.</li> <li>• Provision for primary and alternate communications means with the SECC or local EOC.</li> <li>• Provision for primary and alternate communications means within the emergency organization.</li> <li>• Locations of communications center(s) to include alternate power supply(s).</li> <li>• Listing of available communications assets.</li> </ul>
<p><b>5. Warning and Notification</b></p>	<ul style="list-style-type: none"> <li>• Identification of the types of warnings.</li> <li>• Designation of who has the authority to determine when a warning should be issued.</li> <li>• Designation of who has the responsibility to disseminate the warning.</li> <li>• Description of how each type of warning will be disseminated.</li> <li>• Identification of responsibilities to notify other jurisdictions and description of the means.</li> <li>• Method(s) for warning special needs groups.</li> <li>• Method(s) for testing the warning system.</li> <li>• Method(s) for notifying key officials and key personnel in the emergency organization when a disaster is imminent.</li> <li>• Appropriate warning scripts for each type of disaster identified.</li> </ul>
<p><b>6. Emergency Public Information</b></p>	<ul style="list-style-type: none"> <li>• Designation of the person responsible for emergency public information and for acting as the single point of contact with the media.</li> <li>• Designation of the disaster information center location.</li> <li>• Plan for keeping the media informed.</li> <li>• Plan for keeping the public informed to include method for using radio and TV.</li> <li>• Listing of media resources, e.g., radio and TV stations, newspapers, etc.</li> <li>• Procedures for disaster welfare inquiry system.</li> <li>• Prepared scripts for each type of disaster to include</li> </ul>



	<p>health risks, self-help actions, survival measures and methods for obtaining additional information.</p>
<p><b>7. Evacuation</b></p>	<ul style="list-style-type: none"> <li>• Designation of the person responsible for making the evacuation decision.</li> <li>• Decision criteria.</li> <li>• Identification of evacuation routes and risk areas.</li> <li>• Identification of staging areas and pick-up points for evacuees with no transportation.</li> <li>• Procedures for notification of the public.</li> <li>• Evacuation script (instructions on routes, what to take, etc.)</li> <li>• Staging areas and pick-up points for evacuees with no transportation.</li> <li>• Notification of special needs groups.</li> <li>• Method(s) for evacuating special needs groups.</li> <li>• Identification of public transportation available for use in evacuation.</li> </ul>
<p><b>8. Sheltering (Mass Care)</b></p>	<ul style="list-style-type: none"> <li>• Designation of the person responsible for sheltering operations.</li> <li>• Listing of shelters, capacities, and persons with keys responsible for opening shelters.</li> <li>• Procedures for:                         <ul style="list-style-type: none"> <li>✓ Registration</li> <li>✓ Feeding and other services</li> <li>✓ Re-supply</li> <li>✓ Organization of shelter occupants to perform shelter management tasks</li> <li>✓ Health care</li> </ul> </li> <li>• Procedures for in-place sheltering if appropriate.</li> </ul>
<p><b>9. Health and Medical</b></p>	<ul style="list-style-type: none"> <li>• Designation of the person who has overall responsibility for health and medical services.</li> <li>• Listing of local medical facilities, personnel and equipment.</li> <li>• Casualty transportation.</li> <li>• Patient triage location and procedures.</li> </ul>

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	<ul style="list-style-type: none"> <li>• Medical evacuation request procedures.</li> <li>• Medical re-supply.</li> <li>• Mortuary services.</li> <li>• Public Health – disease prevention.</li> <li>• Provision of shelter health services.</li> </ul>
<b>10. Law Enforcement</b>	<ul style="list-style-type: none"> <li>• Designation of the person who has overall responsibility for law enforcement.</li> <li>• Listing of critical facilities.</li> <li>• Procedures for warning dissemination support.</li> <li>• Procedures for site security and security of public and private property in the impacted areas.</li> <li>• Procedures for critical facilities security.</li> <li>• Procedures for evacuation support.</li> <li>• Procedures for local search and rescue support.</li> <li>• Procedures for maintaining law and order in shelters.</li> <li>• Listing of key equipment, e.g., patrol cars, radios, etc.</li> </ul>
<b>11. Public Works</b>	<ul style="list-style-type: none"> <li>• Designation of the person who has overall responsibility for public works.</li> <li>• Procedures for post earthquake evaluations of EOCs, public shelters, evacuation routes and airfields.</li> <li>• Procedures for evacuation support.</li> <li>• Procedures for local search and rescue support.</li> <li>• Water supply protection.</li> <li>• Life support system restoration priorities.</li> <li>• Debris clearance.</li> <li>• Listing of key equipment, e.g., radios, pumps, bucket loaders, graders, etc.</li> </ul>
<b>12. Fire and Rescue</b>	<ul style="list-style-type: none"> <li>• Designation of person who has overall responsibility for fire and rescue.</li> <li>• Warning dissemination support.</li> <li>• Procedures for local search and rescue.</li> <li>• Procedures for hazardous substance release response.</li> <li>• Procedures for evacuation support.</li> <li>• Shelter fire protection and prevention.</li> <li>• Listing of key equipment, e.g., engines, pumps, air packs, radios, etc.</li> </ul>
<b>13. Damage Assessment</b>	<ul style="list-style-type: none"> <li>• Designation of person who has overall responsibility for damage assessment.</li> <li>• Reporting agencies, report format, frequency, etc.</li> <li>• Procedures for reporting to City or State.</li> </ul>
<b>14. Continuity of Government</b>	<ul style="list-style-type: none"> <li>• Succession of authority for elected officials.</li> <li>• Public records preservation and safekeeping.</li> </ul>
<b>15. Hazardous Materials</b>	<ul style="list-style-type: none"> <li>• Identification of:                         <ul style="list-style-type: none"> <li>✓ Facilities with EHS substances within the</li> </ul> </li> </ul>



	<p>jurisdiction.</p> <ul style="list-style-type: none"> <li>✓ Likely transportation routes for listed EHSs.</li> <li>✓ Facilities compounding the hazard and those subject to additional risk.</li> <li>• Designation of:             <ul style="list-style-type: none"> <li>✓ Facility emergency coordinators.</li> <li>✓ Community emergency coordinator.</li> </ul> </li> <li>• Method for determining:             <ul style="list-style-type: none"> <li>✓ Occurrence of a release.</li> <li>✓ Affected area or population.</li> </ul> </li> <li>• Facility and community coordinators' release notification procedures for:             <ul style="list-style-type: none"> <li>✓ Persons designated in the plan.</li> <li>✓ DEC.</li> <li>✓ The public.</li> </ul> </li> <li>• Release response methods and procedures of:             <ul style="list-style-type: none"> <li>✓ Facility owners and operators.</li> <li>✓ Local emergency and medical personnel.</li> </ul> </li> <li>• Evacuation plans to include precautionary evacuation and alternate traffic routes.</li> <li>• Description and identification of each facility's and community's:             <ul style="list-style-type: none"> <li>✓ Response equipment.</li> <li>✓ Response facilities.</li> <li>✓ Responsible person for equipment and facilities.</li> </ul> </li> <li>• Training programs and schedules for:             <ul style="list-style-type: none"> <li>✓ Local emergency response personnel.</li> <li>✓ Local emergency medical personnel.</li> </ul> </li> <li>• Exercise methods and schedules.</li> </ul>
<b>16. Plan Maintenance</b>	•
<b>17. Exercise methods and schedules</b>	•
<b>18. Training</b>	•
<b>19. In addition consider: Department specific requirements or concerns.</b>	•
<b>20. Common sense test – Will it work?</b>	•



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## **2.5 Training and Exercises**

Training and exercises will be conducted on an ongoing basis with major emphasis placed on an annual, interagency exercise that should be conducted prior to the annual review of this plan. The exercises will be critiqued by all participants and observers, and possible corrections to this plan will be submitted to the Local Emergency Planning Committee for consideration.



### 3 Geographic and Demographic Characteristics

This section is a description and summary of what local conditions make an emergency plan necessary.

#### 3.1 Overview

<b>Location/Description</b>	The City of Nome is located in Northwest Alaska on the southern coast of the Seward Peninsula, the westernmost point of the North American mainland. Nome lies along the Bering Sea facing Norton Sound. The city is 539 air miles north of Anchorage, 520 air miles west of Fairbanks and 180 air miles southwest of Kotzebue. Nome is located only 102 miles south of the Arctic Circle and 161 miles east of Russia. The corporate boundaries include 12.5 square miles of land and 9.1 square miles of water.
<b>Population</b>	Approximately 3,505 per the 2000 U.S. Census Bureau. The population of Nome increases during the summer season due to increased mining activity and tourism.
<b>Economy</b>	See page eight (8) of Nome’s Comprehensive Plan, Phase 1, February 2003.
<b>Government</b>	First-class City in an Unorganized Borough incorporated in 1901. Council/Manager form of government.
<b>Geography</b>	Nome is a coastal community underlain by continuous permafrost in onshore areas.
<b>Land Use</b>	Nome is the regional hub for shopping, medical facilities and other services.
<b>Sensitive Areas</b>	The Bering Strait Region is home to a variety of rare migratory birds. Ducks, geese, swan and crane reside in fresh water habitat, while seabirds such as eiders, murre and auklets concentrate in great numbers along the coastline. The entire world population of spectacled eider spends the winter in a small portion of the Bering Strait between St. Lawrence and St. Matthew Islands. The region is a popular location among bird watchers.
<b>EHS Sites</b>	See Nome’s Hazard Analysis Chart, section 4, page 4-9.
<b>HazMat Sites</b>	See Nome’s Hazard Analysis Chart, section 4, page 4-9.
<b>Access</b>	There are no roads or railroads servicing this area and access to

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	Nome is limited to air and sea modes of transportation.
<b>Airports</b>	Nome has a modern airport with a 6,000-foot asphalt runway and is serviced by several private air taxis. The Nome Airport provides intrastate, national & international access to the City of Nome. Both daily scheduled jet service and charter air services are available. The Nome City airport has a 2,000-foot gravel runway.
<b>Seaports</b>	The Port of Nome is the only harbor for boat moorage & services in the region. Sea lanes are generally open from June through October since Norton Sound is frozen over during the late fall, winter and spring months.
<b>Pipelines</b>	Water and sewer. Fuel pipelines from dock to tanks.
<b>Heating</b>	The majority of homes are heated with #1 diesel fuel.
<b>Electricity</b>	Nome Joint Utility Systems: power and light. Electrical generation and distribution.
<b>Water</b>	Nome Joint Utility Systems: The main water source is Moonlight Springs at the base of Anvil Mountain north of the City.
<b>Waste Management</b>	Nome Joint Utility Systems: Waste water collection and treatment facilities. Private companies are responsible for solid waste collection and disposal. The City of Nome provides solid waste disposal.
<b>Medical Facilities</b>	Norton Sound Regional Hospital: NSRH serves Nome and 15 other area villages and is equipped with labor and delivery rooms; an outpatient clinic; radiology equipment; laboratory; and emergency, intensive care, and long-term care facilities. Other available services: dental care; ambulance and emergency services; mental health programs; alcohol information and referral; elderly health programs; education, screening, and disease prevention services provided by the Public Health Nurse. Pharmaceutical products: Norton Sound Pharmacy.
<b>Climate</b>	January temperatures range from –50° to 11° Fahrenheit; July temperatures are typically 44° to 65° Fahrenheit. Average annual precipitation is 18 inches, including 56 inches of snowfall.



Figure 3-1 Aerial Photograph of Nome in summer





## 4 Hazard Information and Assessments

### 4.1 Discussion

The Alaska Division of Emergency Services is in the process of preparing a Hazard Mitigation Plan for the state. The following hazard matrix comes from that plan.

Hazard Matrix – Nome Census Area

Flood	Wildfire	Earth-quake	Volcano	Snow Avalanche	Tsunami	Weather	Land-Slides	Erosion	Drought	Tech-nological	Economic
Y	Y	Y – H	U	N	Y – L	Y	N	Y	U	Y	U

- Y = Hazard is present in jurisdiction but probability unknown
- Y – L = Hazard is present with a low probability of occurrence
- Y – H = Hazard is present with a high probability of occurrence
- N = Hazard is not present
- U = Unknown if the hazard occurs in the jurisdiction

### 4.2 Storm Surges

The major risk in the City of Nome is from coastal storm surges. These storm surges have wreaked havoc on the city many times in the past and will do so again. Mitigation measures can be taken to lessen the impact of these storms. The storms destroy property and potentially risk lives and cause significant shoreline erosion problems.

The Nome coastline is subject to positive storm surges due to its exposure to a long southwest fetch. Contributing to surges are the effects of the Bering Sea, Norton Sound, and mildly sloping shallow depths, which amplify surges. Positive surges are distinguished from negative storm surges as an increase in water level from the normal tidal elevation as compared to a decrease. A storm surge consists of the water surface response to wind-induced surface shear stress and pressure fields. Storm-induced surges can produce short-term increases in water levels to an elevation considerably above mean levels.<sup>1</sup>

The average of the Mean High Water (MHW) and the Mean Low Water (MLW) is 0.9 feet. The mean range is the difference between MHW and MLW in the Nome area is 1.0 feet. This very small range of tidal fluctuation at Nome means that it makes little difference



whether a storm arrives at high or low tide. In addition, the Bering Sea at Nome is frozen in winter, so the frequent winter storms do not create storm surge or storm wave problems.

### **History of Flooding in Nome**

The City of Nome has been battered many times over the years by storm surges, which have caused significant loss of life and property. Since the early 1900s there have been 14-recorded events during which Nome experienced flooding due to an increase in water levels caused by storm surge. The most noteworthy storms occurred in 1900, 1902, 1913, 1937, 1942, 1945, 1946, 1972, 1974 and 1992. The following is a chronology of information on the largest storms taken from newspaper articles, publications, the Nome Flood Insurance Study, and technical documents prepared by the United States government.

### **4.3 Shoreline Erosion**

These storm-induced waves cause the destructive erosion of the coastal areas. The seawall protects most of Front Street, but unprotected coastal areas are susceptible to eroding.

For several decades, steel bulkheads have stabilized the inner shores of the Snake River estuary while two jetties of 200 feet and 400 feet maintain the position of the river mouth. The jetties, built at intervals from 1919 to 1935, prevent sand transport and have contributed to the catastrophic erosion of the down drift beaches (and the need for a seawall) by subsequent storms in the late 1930s and 1940s.<sup>4</sup>

Because the ground near the waterfront thawed, the south side of Front Street remained the most valuable property in Nome and continued to be rebuilt after each storm. After the seawall was built the erosion was slowed, however, the remaining beach in front of the wall (all of it under water) has narrowed and become steeper. This means that reduction of wave energy by friction with the bottom will no longer occur, and the waves striking the wall during the storms will become larger.

The Alaska Division of Emergency Services (ADES) identifies the Nome area in the draft State Hazard Plan under the category for erosion as follows: “Hazard is present in jurisdiction but probability unknown”.



#### **4.4 Flooding of the Snake River**

At the time the Flood Insurance Study and Flood Insurance Rate Maps were prepared in 1983 by the U.S. Corps of Engineers for FEMA, there was no documentation of river flooding along the Snake River. While there was no official documentation people who lived in the area have noted that during the flood of 1974 the airport road and the airport were under water. Larry Rundquist of the National Weather Services Alaska River Forecast Center found records of one flood event caused by heavy rainfall in May of 1996. Seven homes near the Nome-Teller Road Bridge on the Snake River had water in their yards but were not damaged. In addition, during that event a FAA transformer near runway 27 at the airport was flooded by high water from the Snake River, but the runway itself was not affected.

It appears that river flooding within the City of Nome is a low to moderate risk.

#### **4.5 Ice Override**

Ice override may occur when storm wind conditions are coupled with sufficient open water. Norton Sound is usually an ice factory for the Bering Sea because the prevailing strong northeasterly winds generate offshore winds that carry newly formed ice out to sea. Ice is driven into Nome only when southerly winds hit the area, a comparatively rare event. The winds responsible for ice motion arrive from the southeast and are most likely to occur in November and December. Southwesterly winds are comparatively rare (less than 2.5 percent) but could cause substantial harm given the large fetch in that direction.<sup>6</sup>

Ice override could be characterized as a moderate hazard to the City of Nome.

#### **4.6 Fire**

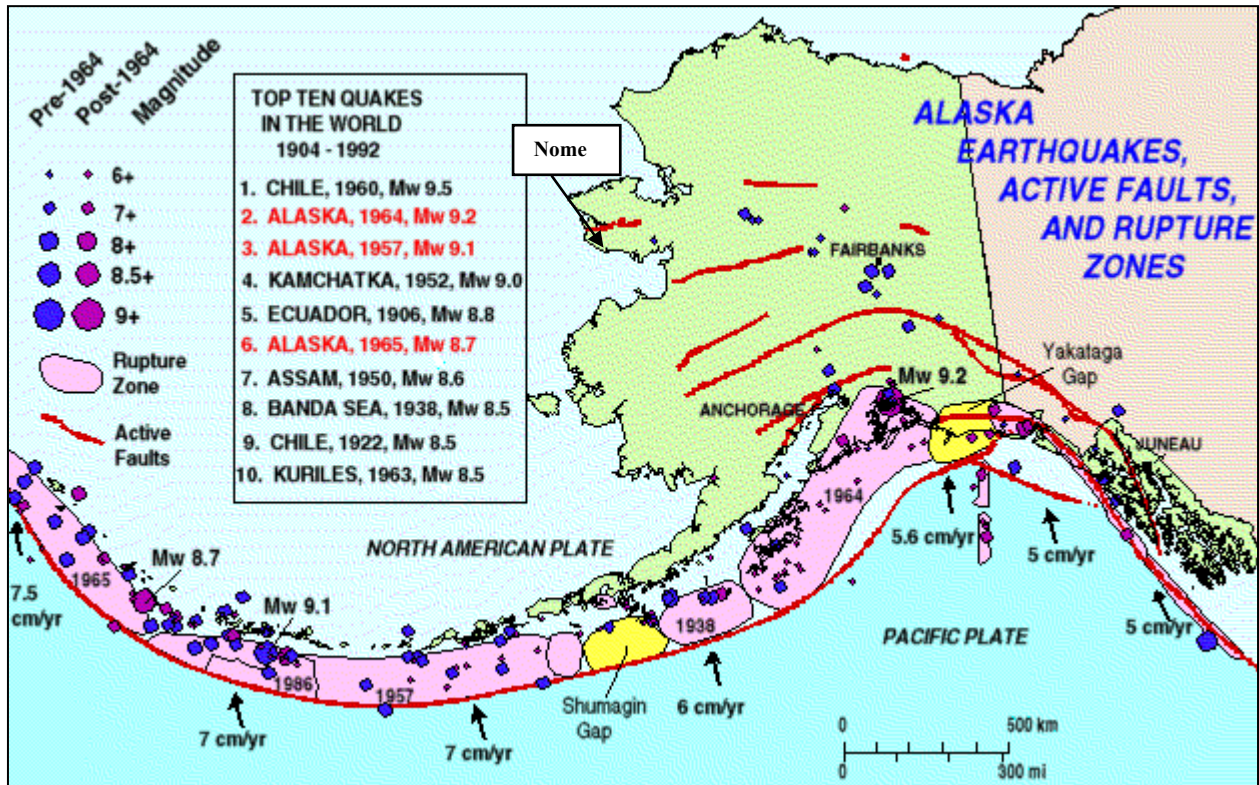
Urban fire struck Nome on September 17, 1934, destroying 65 businesses and 90 homes and remains a potential threat. Tundra fires, though rare, have occasionally flared up from lightning strikes and the peat when dry is difficult to completely extinguish. Wildland fires are not a documented threat to Nome because of the treeless setting with generally cool wet summers in the Seward Peninsula.

Fire hazards may increase during a natural disaster or nuclear emergency when firefighting operations could be hampered by broken water mains, blockage of access routes, or radioactive fallout. Further, high winds, explosions, or clusters of highly flammable structures may aggravate a normal fire situation. equipment failure could require extraordinary emergency measures to contain and suppress fires.

There are no industrial or other firefighting organizations in Nome to augment the resources of the Fire Department. Therefore, the community must rely on its own fire fighting capability in a natural or nuclear disaster.



## 4.7 Earthquake



Source: Alaska Information Earthquake Center, UAF, <http://www.giseis.alaska.edu/Seis/>

On Good Friday, March 27, 1964, North America's strongest recorded earthquake, with a moment magnitude of 9.2, rocked central Alaska. On a global level, three of the ten strongest earthquakes ever recorded occurred in Alaska. Each year Alaska has approximately 5,000 earthquakes, including 1,000 that measure above 3.5 on the Richter scale.

The matrix prepared by the ADES designates Nome as a jurisdiction that has a high probability of an earthquake. *Living with the Coast of Alaska*, written by Owen Mason, William J. Neal, and Orrin H. Pilkey has the following information on the potential of an earthquake in the Nome area:

Numerous faults have been mapped onshore near Nome; most trend north to northeast, and the closest are 2-4 miles offshore. Onshore, the Penny River fault is only seven miles west of Nome. Seismic hazard planning studies place Nome in a comparatively low-risk category with a ten percent probability of earthquakes measuring 3-4.5 on the Richter scale in a 50-year period. However, history indicates that sizable earthquakes are possible less than 100 miles from Nome; at least seven events of magnitude 5.0 or greater were recorded before 1975, and one earthquake was magnitude 6.0-6.4. When considering a time frame of thousands of years, residents should realize that the faulted Bendeleben Mountains north of Nome are subject to tectonic uplift.



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Earthquakes can trigger secondary hazards including fires, fuel spills, landslides, avalanches, tsunamis, uplift, subsidence, infrastructure failures and soil liquefaction.

### **History of Earthquake Events in Nome**

No recorded damage from earthquakes in Nome.

## **4.8 Tsunami**

Tsunamis are ocean waves that are generally triggered by vertical motion of the sea floor during major earthquakes. Near ocean or undersea landslides or volcanic eruptions can also generate tsunamis. They can be generated locally or a great distance from where they landfall. Warning time can be limited when the tsunami is triggered close to the impacted coastline.

The Alaska Tsunami Warning Center was contacted regarding the risk of a tsunami in the Nome area. Mr. Tom Sokolowski, Geophysicist in Charge of West Coast/Alaska Tsunami Warning Center verbally related that there is no history, no evidence, no anything of any recorded risk from tsunamis. Mr. Sokolowski related that there is zero risk from a tsunami in the Nome area.

The ADES designates Nome as having a low probability of occurrence of a tsunami.

### **History of Tsunami Events in Nome**

No recorded damage from tsunamis in Nome.

## **4.9 Weather Extremes**

The ADES draft State Hazard Plan contains the following summary of the danger weather poses to Alaska.

Weather hazards include winter weather, thunder and lightning, hail, high wind, storm surge and coastal storms. Winter weather includes heavy snows, ice, augeis (known as glaciation of streams and rivers, affecting road surfaces and infrastructure), and extreme cold.

Heavy snow can bring a community to a standstill by inhibiting transportation, knocking down utility lines, and by causing structural collapse in buildings not designed to withstand the weight of the snow. Repair and snow removal costs can be significant.

Ice buildup can collapse utility lines and communication towers as well as make transportation difficult. Ice can also become a problem on roadways if the temperature warms up just enough for precipitation to fall as freezing rain, rather than snow.



Extreme cold can lead to hypothermia and frostbite, which are both serious medical conditions. Cold causes fuel to congeal in storage tanks and supply lines, stopping electric generators. Without electricity, heaters do not work, causing water and sewer pipes to freeze and rupture. Extreme cold can also interfere with transportation if the ambient temperature is below an aircraft's minimum operating temperature. Extreme cold increases the likelihood of ice jams and flooding. If extreme cold conditions are combined with low/no snow cover, the ground's frost level can change creating problems for underground infrastructure.

#### **4.10 Hazardous Materials**

The Nome Local Emergency Planning Committee and the Bering Strait Local Emergency Planning District have compiled a list of extremely hazardous substances. The following substances are within the Nome flood plain.

- Jet A Fuel, Nome Airport, Alaska Airlines
- Diesel, Nome Airport, US DOT
- Diesel, Nome FAA, US DOT
- Heating Oil, Class 3, Nome, Army Aviation
- Jet A Fuel, Nome, Army Aviation
- Trichloroethane, Nome, Army Aviation
- Methanol, Nome, Army Aviation
- Heating Oil, Nome, Federal Scout Armory

#### **4.11 Weapons & Terrorism**

Although Nome is not listed as a potential nuclear target under FEMA NABP.90 guidance, it could be subject to radiation fallout from nuclear detonations in other areas of Alaska, Asia, or Soviet Far East. Attacks by conventional weapons through terrorist activities are also a possibility.

In the event of a major nuclear attack, the City will have to cope with any emergency situation without external assistance for days and perhaps weeks. Normal supply and transportation systems will be disrupted and survival within the City initially will depend on self-sufficiency.

In the event of natural or technological disaster emergencies, assistance may be available from several sources and State external aid coordinated through the Alaska Division of Emergency Services (ADES). However, inclement weather could delay response and disaster relief efforts from outside agencies; therefore, the City must be prepared to carry out initial response and short term recovery operations on an independent basis.

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**4.12 Hazard Analysis Chart**

HAZARD ⇨		Storm Surges		Shoreline Erosion		Flooding (Snake River)	
<b>VULNERABILITY ANALYSIS</b>	Vulnerability Zone	Streets and buildings along the coastline – specifically Front Street and past N Street		Shoreline and beaches.		Area near airport and near the Nome-Teller Road Bridge (which is outside Nome’s corporate boundaries)	
	Population within vulnerability zone	67 structures					
	Property that may be affected	67 structures currently listed in flood plain with an assessed value of \$11,502,300, including residences, the State Building, US Post Office, bank, bars and restaurants, City of Nome museum, library, visitor’s center, Nome Joint Utilities System headquarters and support buildings, Nome airport terminal, support buildings and runways.		The remaining beach in front of the seawall (all of it now under water) will narrow and become steeper with time. This means that reduction of wave energy by friction with the bottom will no longer occur, and the waves striking the wall during storms will become larger.		Airport and airport road, homes near the Nome-Teller Road Bridge, FAA transformer near runway 27.	
	Environment that may be affected	Shoreline and flood plain.		Beaches and shoreline			
<b>RISK ANALYSIS</b>	Probability of Occurrence	Threat Present, Probability Unknown		High		Low to Moderate	
	Consequences to people	Injuries and deaths, hardship due to the disruption of vital services such as water, sewer, power, gas and transportation.		Increased chance of consequences of storm surges.		Possible loss of shelter, hardship due to disruption of air travel and transport	
	Consequences to property	Damage to roads, drainage and utilities. Damage to structures.		Increased chance of consequences of storm surges.		Damage to residences, runways.	
	Consequences to environment	Shoreline erosion. Possibility of contamination from hazardous materials present in flood plain.		Increased chance of consequences of storm surges.		Unknown	
	Probability of simultaneous emergencies						
	Unusual conditions						
<b>SEVERITY RATING</b>	Categories	Severity	Points	Severity	Points	Severity	Points
	History	Low	2	High	20	Low	10
	Vulnerability	Low	5	Low	5	Low	50
	Maximum Threat	Low	10	Low	10	Moderate	50
	Probability	Low	7	Low	7	Low	7
	Total	24		42		117	

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HAZARD ⇨		Ice Override		Fire		Earthquake	
<b>VULNERABILITY ANALYSIS</b>	Vulnerability Zone	Area along seawall. Bourbon Creek and Dry Creek watershed areas		Information not provided.		Information not provided.	
	Population within vulnerability zone						
	Property that may be affected	Utility lines and communication towers, roads					
	Environment that may be affected						
<b>RISK ANALYSIS</b>	Probability of Occurrence	Moderate				High	
	Consequences to people	Injuries could result from accidents and falls on frozen roadways. Transportation and communication may be disrupted.					
	Consequences to property	A disruption of vital services such as power, communications and transportation services; damage to vehicles, buildings, structures, and roadways.					
	Consequences to environment						
	Probability of simultaneous emergencies	Moderate				High - Earthquakes can trigger secondary hazards including fires, fuel spills, landslides, avalanches, tsunamis, uplift, subsidence, infrastructure failures and soil liquefaction, which can result in damage to critical facilities.	
	Unusual conditions						
<b>SEVERITY RATING</b>	Categories	Severity	Points	Severity	Points	Severity	Points
	History						
	Vulnerability						
	Maximum Threat						
	Probability						
	Total						

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HAZARD ⇨		Tsunami ⇨		Weather Extremes		Hazardous Materials	
<b>VULNERABILITY ANALYSIS</b>	Vulnerability Zone	No documented vulnerability		Entire City Zone		Information not provided.	
	Population within vulnerability zone	N/A		Entire Population			
	Property that may be affected	N/A		Roads, utilities, airport, residences and other structures.			
	Environment that may be affected	N/A					
<b>RISK ANALYSIS</b>	Probability of Occurrence	Extremely Low		High			
	Consequences to people	N/A		Extreme cold can lead to hypothermia and frostbite.			
	Consequences to property	N/A		Cold causes fuel to congeal in storage tanks and supply lines, stopping electric generators. Without electricity, heaters do not work, causing water and sewer pipes to freeze and rupture. Extreme cold can also interfere with transportation if the ambient temperature is below an aircraft's minimum operating temperature. If extreme cold conditions are combined with low/no snow cover, the ground's frost level can change creating problems for underground infrastructure.			
	Consequences to environment	N/A					
	Probability of simultaneous emergencies	N/A		Moderate - . Extreme cold increases the likelihood of ice jams and flooding.			
	Unusual conditions	N/A					
<b>SEVERITY RATING</b>	Categories	Severity	Points	Severity	Points		
	History						
	Vulnerability						
	Maximum Threat						
	Probability						
	Total						

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HAZARD ⇄		Weapons & Terrorism			
<b>VULNERABILITY ANALYSIS</b>	Vulnerability Zone	Entire City Zone			
	Population within vulnerability zone	Entire Population			
	Property that may be affected	Public and private facilities			
	Environment that may be affected	Incident specific - air and water quality particularly			
<b>RISK ANALYSIS</b>	Probability of Occurrence	Low			
	Consequences to people	Mass casualties, fatalities, and disruption of services			
	Consequences to property	Damage or destruction			
	Consequences to environment	Degradation of air and water quality, damage to existing foliage			
	Probability of simultaneous emergencies	Low			
	Unusual conditions	N/A			
<b>SEVERITY RATING</b>	Categories	Severity	Points		
	History				
	Vulnerability				
	Maximum Threat				
	Probability				
	Total				



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- 6 *The Great Seward Tidal Storm of 1913*. Randy Stehle, November 1999.
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- 8 Ibid.
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- 10 Nome Comprehensive Plan, Phase 1, February 2003.