



CITY OF KIRKLAND
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MEMORANDUM

To: Kurt Triplett, City Manager

From: Helen Ahrens-Byington, Deputy Fire Chief / City Emergency Manager
J. Kevin Nalder, Fire Chief / Director of Emergency Services

Date: February 3rd, 2011

Subject: Review of the Comprehensive Emergency Management Plan (CEMP)

RECOMMENDATION:

The City Council receives a briefing on the 2010 Kirkland Comprehensive Emergency Management Plan (CEMP). If Council is satisfied with the CEMP, Council accepts the CEMP at the February 15th Council meeting. The Council reviews the Plan in advance.

The entire Plan is too large to easily convert to a pdf file, so a link to the Plan was created below. Please click on the link to view the complete Plan:

[2010 Comprehensive Emergency Management Plan](#)

BACKGROUND DISCUSSION:

The Comprehensive Emergency Management Plan (CEMP) is an all-hazards plan which identifies how the city will prevent, prepare, respond, and recover from emergencies and disasters in our community. It also directs the city's response to emergencies when they are beyond the control or capability of ordinary day-to-day activities. One of the main objectives of the Plan is to make the best coordinated use of city resources, before, during and after a disaster.

Effective emergency planning is a collaborative process, as different emergencies require different expertise and capabilities. The Office of Emergency Management (OEM) determined that the city would benefit greatly from completing the update internally. OEM coordinated the plan update, which involved staff from every city department. The Plan, and the effort it took to complete the update, gave city departments a much better understanding of the requirements and actions needed to prevent, prepare, respond, and recover from, disasters. The Plan has been reviewed by all department heads, and their feedback and suggestions have been incorporated into the final version.

The CEMP includes a letter of promulgation from the Fire Chief, who is also designated as the Director of Emergency Services, under KMC 3.20.040. One of the responsibilities of the Director of Emergency Services is to create and maintain the CEMP. (KMC 3.20.050.) This letter indicates that the Plan's provisions are effective immediately.

What is in the CEMP?

The Comprehensive Emergency Management Plan is comprised of two main sections: the Basic Plan and the Emergency Support Function (ESF) annexes.

The Basic Plan is essentially the emergency management policy for the City of Kirkland. The Basic Plan provides the city with guidance on disaster prevention, preparedness, response, and recovery. It includes guidelines on how City departments organize, direct, control, and coordinate their actions to continue to deliver essential functions during emergencies or disasters.

Basic Plan

- **Introduction**

- Mission

- This plan provides policies and guidance to support the City's ability to handle disasters that threaten the lives and property of the citizens of Kirkland.

- Purpose

- Through the implementation of this plan, the resources and capabilities of the public, private, and non-profit sectors can be more efficiently utilized to minimize the loss of life and property and to protect the environmental and economic health of the City.

- Scope and Applicability

- City government has the primary responsibility for disaster mitigation, preparedness, response and recovery for the City. The City will plan for disasters, direct operations, mobilize and control resources, and mitigate the impact of disasters within the limits of available resources and capabilities.

- Incident Management Activities

- The City has institutionalized the utilization of the Incident Command System (ICS) per the National Incident Management System (NIMS) for all natural and manmade disasters.

- Authorities

- The City of Kirkland's Comprehensive Emergency Management Plan is developed under the authority of local, State, and Federal statutes and regulations.

- Key Concepts

- Survivability and sustainability are key goals for the City during any abnormal incident, emergency or disaster. It is expected that each department will become familiar with the Plan. Key concepts include Continuity of Government, Department Emergency Operating procedures, Emergency Operations Center (EOC) responsibilities, resource availability, mutual aid agreements, memorandums of agreement or understanding with local businesses and medical facilities for use of their people and/or equipment, and nongovernmental organizations (NGOs) during emergencies or disasters.

- **Planning Assumptions and Considerations**

- Assumptions

- ✓ **Disasters and emergencies have occurred in Kirkland and will likely occur again. It is assumed that these situations could create significant property damage, injury, loss of life, panic, and disruption of essential services in**

Kirkland. These situations may also create significant financial, psychological, and sociological impacts on citizens of the community and the local government organization.

- ✓ The guidelines in this plan were designed to promote citizen self confidence and independence in the face of a disaster. Following these guidelines will allow the City's emergency organization to concentrate first on helping those citizens directly affected by the disaster or emergency.
- ✓ It is expected that every individual or head of household living within the City boundaries will develop a personal or family disaster plan and maintain the essential supplies to be self-sufficient for a minimum of 72 hours.
- ✓ It is also expected that neighborhood or apartment or homeowner's associations will form disaster groups to derive maximum benefit from resources and skills available close to home.
- ✓ Businesses are expected to develop internal disaster plans that will integrate and be compatible with City resources and this plan.
- ✓ Kirkland may be requested to provide support to other jurisdictions with both resources and sheltering during emergencies and disasters not affecting Kirkland.

Considerations

It is the policy of the City of Kirkland:

- ✓ That no guarantee is implied by this plan or its supporting documents. Because the City of Kirkland assets and systems may be damaged, destroyed, or overwhelmed, the City of Kirkland can only endeavor to make the best effort possible to respond based on available information, available resources and the situation at the time.
- ✓ To endeavor to mitigate, prepare for, respond to and recover from all natural and man-caused emergencies and disasters.
- ✓ That it will take appropriate action in accordance with this plan to mitigate any harm or hazard that may threaten citizens or property within the City.

- **Roles and Responsibilities**

City government has the responsibility for disaster mitigation, preparedness, response, and recovery activities within the jurisdiction. The City will plan, direct, mobilize and coordinate resources before, during, and after a disaster, within the limits of available resources and capabilities.

It is the responsibility of residents, businesses and non-governmental organizations to be prepared and have a plan to ensure they have the supplies and resources needed, to sustain themselves for a minimum of three days, ideally a week.

This section identifies the roles and responsibilities for City Council, City Departments, Non-governmental organizations (NGO's), and other government organizations.

- **Concept of Operations**

General

It is Kirkland's policy to support mitigation activities that eliminate or reduce damages caused by disaster or emergency situations. Since mitigation efforts will not eliminate all

disaster or hazardous situations, the City of Kirkland shall endeavor to be as prepared as possible to respond to all situations of an emergency or disaster nature.

It is the policy of the City that each department will take an active role in emergency planning and develop standard operating guidelines (SOGs).

It is the policy of the City that all departments will make staff and resources available at the request of the Director of Emergency Services (Fire Chief) for training activities and emergency operations assignments.

Immediately following any natural or manmade disaster, all city departments will notify the EOC of their status including: level of readiness, availability of resources, resource needs and any other pertinent information. All departments are to provide this information to the EOC immediately following a staff head count and a preliminary building inspection.

It is the City's policy to continue to provide essential services to the community during emergency conditions, while maintaining a primary concern for the safety of city employees and their families.

City departments are expected to carry out their responsibilities outlined in this Plan, utilizing their best judgment and in a coordinated manner.

When a major emergency or disaster occurs, it is anticipated that city departments and other responding organizations will organize their areas of responsibilities into manageable units, assess damage, and determine needs.

Overall Coordination of Incident Management Activities

Pursuant to Revised Code of Washington Chapter 38.52 RCW, the City has established an emergency management organization for the purpose of performing local emergency management functions. The organization represents the city and performs functions only within the city.

The emergency management organization operates under the policy guidance of the Kirkland Comprehensive Emergency Management Plan.

The emergency management organization is headed by the Director of Emergency Services. The Director of Fire and Building Department (Fire Chief), or designee, serves as the Director of Emergency Services and is directly responsible for the organization, administration and operation of the emergency management organization.

Concurrent Implementation of Other Plans

The City of Kirkland's Comprehensive Emergency Management Plan (CEMP) supports and is compatible with the emergency plans of King County, Washington State, and the National Response Framework, as well as the Regional Disaster Plan for Public and Private Organizations in King County.

Organizational Structure

The day-to-day organizational structure of Kirkland's city departments will be maintained as much as feasible during major emergency and disaster situations.

The Office of Emergency Management (OEM) provides direction and coordination for Comprehensive Emergency Management Plan development and ongoing maintenance, emergency preparedness programs, and related activities within the City. OEM provides for coordination with outside agencies and organizations involved in emergency planning. OEM manages the Emergency Operations Center (EOC) during activation and interacts with outside agencies to coordinate emergency support activities.

Principal Incident Management Organizational Elements

Protection of life, public and private property, the economy, and natural resources are the primary concerns of City government. City personnel will take all possible actions, within the limits of available resources, to mitigate the effects of a disaster and to assist response and recovery.

The EOC may be activated at any level and time element as deemed appropriate for the level of disaster operations.

Each director (or their designee) is responsible for his/her department's field operations and to coordinate those operations with other departments from the Command Posts, Command Centers, or the City's Emergency Operations Center.

Public information will be coordinated on behalf of all City departments through the Emergency Operations Center and approved by the EOC Incident Commander.

Emergency Response and Support Teams (Field Level)

Specialized local teams are available to respond to events in the City.

Defense Support of Civil Authorities

All defense support must be coordinated through the Washington State Emergency Operations Center.

Law Enforcement Assistance

The Kirkland Police Department is the agency of primary jurisdiction within the City under routine circumstances and during emergency operations.

- **Incident Management Actions**

This section describes incident management actions ranging from initial threat identification to early coordination efforts to assess and disrupt the threat, to use of the Emergency Support Functions (ESF) structure and deployment of resources in support of incident response and recovery operations.

It is the policy of the City that all departments prepare and maintain an updated list of its personnel, facilities and equipment resources. Any or all of these resources may be called upon during disaster and emergency situations.

The City will be required by County, State and Federal agencies to submit reports on disaster situations with information concerning nature, magnitude and impact for use in evaluating and providing appropriate response resources and services.

This section includes specifics on:

- Pre-Incident Actions (Prevention)
- Response Actions
- Recovery Actions
- Mitigation Actions
- Demobilization

- **Ongoing Plan Management and Maintenance**

This section addresses that ongoing Plan coordination and maintenance will be coordinated by the Office of Emergency Management and that the Plan will formally be reviewed every 4 years. It also establishes that National Incident Management System (NIMS) be integrated into all actions.

Emergency Support Functions (ESF)

Emergency Support Function (ESF) annexes are the second half of the CEMP. They group capabilities and resources into the functions that are most likely needed during an incident. They describe the policies, situation, planning assumptions, concept of operations, and lead agency/department responsible for the activities of each ESF.

There are currently 16 ESF's in the Kirkland Plan. The Federal government recommended merging several of the original ESF's, and renaming others. Other recommended changes included formatting and specifically identifying who was responsible for each ESF.

ESF #1 – Transportation

Purpose: To provide effective coordination and operation of the transportation system during emergency situations.

Lead Agency: Public Works Department

ESF #2 – Communications, Information Systems, and Warnings

Purpose: To provide for and maintain communications and warning capabilities for the Emergency Operations Center (EOC) of the City of Kirkland.

Lead Agency: Police Department

ESF #3 – Public Works and Engineering

Purpose: The purpose is to provide effective coordination of public works and engineering-related support to assist the City of Kirkland in meeting needs related to response and recovery, facilitate the delivery of services, technical assistance, engineering expertise, construction management and other support to prepare, respond to, and recover from a major emergency or disaster.

Lead Agency: Public Works Department

ESF #4 – Firefighting

Purpose: To provide firefighting, rescue, and all hazard capability, with the effective coordination of fire response resources within the City of Kirkland.

Lead Agency: Fire Department

ESF #5 – Emergency Management

Purpose: To provide guidance for the direction and coordination of emergency management activities within the City of Kirkland including collecting, analyzing, reporting and disseminating prevention, preparedness, response and recovery information.

Lead Agency: Office of Emergency Management

- ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services
Purpose: To coordinate the provision of mass care, shelter, and individual assistance for residents impacted by an emergency or disaster.
Lead Agency: Parks and Community Services Department
- ESF #7 – Resource Support
Purpose: To provide for the best coordination of physical resources and personnel in order to effectively respond to an emergency.
Lead Agency: Department Finance & Administration and Human Resources Department
- ESF # 8 – Public Health and Medical Services
Purpose: To coordinate the organization and mobilization of medical, health, mental health, and mortuary services for emergency management activities within the City of Kirkland.
Lead Agency: Fire Department
- ESF #9 – Search and Rescue
Purpose: To provide for the coordination and effective utilization of all available resources in conducting Search and Rescue (SAR) operations.
Lead Agency: Fire Department
- ESF #10 – Hazardous Materials Response
Purpose: To provide information on the ability to detect, measure, report, and reduce risks involving any hazardous material within the City of Kirkland.
Lead Agency: Fire Department
- ESF #11 – Agriculture and Natural Resources
Purpose: To coordinate the procurement and distribution of food and water during a major disaster.
Lead Agency: Parks and Community Services Department
- ESF #12 – Energy
Purpose: To maintain a liaison with the utilities agencies that provide and restore energy services (electricity and natural gas) within the City of Kirkland with the goal of ensuring effective coordination during disaster or emergency situations.
Lead Agency: Public Works
- ESF #13 – Public Safety, Law Enforcement, and Security
Purpose: To provide for the effective coordination of local law enforcement operations and resources during major emergencies and disasters.
Lead Agency: Police Department
- ESF # 14 – Long-Term Community Recovery
Purpose: To provide guidance for the implementation of local, county, state, federal, and private resources to help facilitate the long term recovery of the community and to reduce risk from future incidents, whenever possible.
Lead Agency: Planning and Community Development Department
- ESF #15 – Public Affairs
Purpose: To provide guidance for the effective development and delivery of accurate, coordinated, and timely incident-related information to affected audiences, including the citizens of the City of Kirkland (City), city personnel and their families, government and public agencies, the media and the private sector.
Lead Agency: City Manager's Office
- ESF #16 – 19 - Reserved for additional ESF's

ESF #20 – Defense Support to Civil Authorities

Purpose: To describe the circumstances and conditions under which units of the Washington State National Guard and the Department of Defense (DOD) can provide military support to civil authorities (MSCA).

Lead Agency: Police Department

Terrorism Annex

Purpose: To establish a consequence management plan for responding to and recovering from a terrorist-initiated incident, to include weapons of mass destruction (WMD). The Terrorism Annex supplements the City of Kirkland's Comprehensive Emergency Management Plan (CEMP).

To become a **resilient community** it will take support and action from all city departments, employees, citizens, non-government organizations and businesses.

The Comprehensive Emergency Management Plan (CEMP) is the foundation to how the city will prevent, prepare, respond, and recover from emergencies and disasters in our community.

The Office of Emergency Management supplies the essential components of emergency management, communication, collaboration, and coordination, within the city departments, the community and the region.

Vision:

The City of Kirkland's Office of Emergency Management (OEM) will provide leadership in promoting a community that is resilient in the event of a disaster.

Mission:

To create and sustain partnerships that support disaster prevention, preparedness, response and recovery to become a resilient community.