



CITY OF KIRKLAND
123 Fifth Avenue, Kirkland, WA 98033 425.587.3800
www.kirklandwa.gov

MEMORANDUM

To: Kurt Triplett, City Manager

From: Erin Tramontozzi, Emergency Preparedness Coordinator
Joe Sanford, Fire Chief

Date: May 5, 2016

Subject: 2015 Comprehensive Emergency Management Plan Update

RECOMMENDATION:

It is recommended that City Council approves the attached resolution adopting the 2015 update of the Comprehensive Emergency Management Plan (CEMP).

A copy of the full text of the 2015 CEMP Update can be found here:

<http://www.kirklandwa.gov/Assets/Emergency+Preparedness/PDF/2015+CEMP.pdf>

BACKGROUND DISCUSSION:

In order to be eligible for emergency and recovery funds from the State of Washington as well as the Federal Emergency Management Agency (FEMA), the City is required to produce a Comprehensive Emergency Management Plan (CEMP) and to update the plan every four years. The plan under consideration for adoption is an update to the 2010 CEMP that is currently used as the City's emergency operations plan.

The CEMP establishes a mutual understanding of authority, responsibilities, and functions within the City of Kirkland and provides a basis for incorporating essential governmental and nongovernmental agencies into the emergency management structure. The plan outlines the City's capability to handle a disaster and the organizational structure under which readiness, response and recovery activities will take place. It discusses guidelines on how City departments organize, direct, control, and coordinate their actions to continue to deliver essential functions during emergencies or disasters. The plan uses the Incident Command System (ICS), a command and control structure implemented during an emergency or disaster.

The 2015 update, as with previous editions, coordinates with the National Response Framework, the Washington State CEMP and the King County Regional Disaster Plan. It also establishes the structure for an organized and effective response to multi-agency emergencies and disasters that occur within the City. The plan defines common assumptions and policies, establishes a shared concept of operations, and pre-assigns functional responsibilities to appropriate city departments, community-based organizations, government agencies and the private sector. Through the implementation of this plan, the resources and capabilities of these various 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.

As previously stated, the plan functions as the basis for all emergency operations and all activities undertaken by the City to prepare for, respond to, and recover from emergencies and disasters whether natural or human-caused. Specifically, it contains:

- A city profile
- Roles and responsibilities of all City departments before, during and after an emergency
- A description of the City's use of the National Incident Management System (NIMS) in all aspects of emergency management
- Local, state, federal and community partners and their roles in emergency management
- Roles and responsibilities of each emergency support function (ESF).

For each city department, roles and responsibilities are divided into those that are the responsibility of the department during the "readiness" phase of emergency management, the "response" phase, and the "recovery" phase. Readiness includes both preparedness and mitigation. In addition, a section on "common responsibilities" outlines the actions to be taken by all departments, such as regular preparedness training, participation in exercises, and the development of internal, department-specific procedures for the execution of emergency management responsibilities.

Local, state, federal and community partners, such as King County, the State of Washington, the Red Cross, and Lake Washington School District, are included to describe the partnership(s) that may be critical to effective response and recovery. The plan describes the role it is anticipated each partner would play, the resources made available to the City through these partnerships, and specific actions that would be taken by partner organizations during readiness, response and recovery phases.

The plan also outlines specific response capabilities and responsibilities of City government, such as the opening and operation of the Emergency Operations Center (EOC), preparing damage assessments following an incident, and securing funding to facilitate city-wide recovery following a major disaster.

Why 2015?

Kirkland's last update was completed in 2010, and therefore an update to the plan should have been completed in 2014. However, the current update was not completed until 2015 (five years after the last update) since the effort was tabled until an Emergency Manager and Emergency Preparedness Coordinator could be put in place within the Fire Department. After this time, the plan update began in earnest and was completed in less than a year. Partners at the State level involved in the review and approval of the plan were kept apprised of our continual progress towards completing the update in a timely manner.

What was Updated?

While every component of the CEMP was overhauled to reflect changes within the City and within the field of emergency management, the plan was also reviewed by each City department to ensure that roles and responsibilities described in the plan were in keeping with current capabilities and expectations. Major updates to the 2015 plan include:

- A new "City Profile" section

- Updates to communications plans to reflect the use of social media for community engagement and situational awareness
- A revision of all plan components to reflect the 2011 annexation of Juanita, Finn Hill and Kingsgate.

Prior versions of the CEMP did not include a city profile, and therefore one was added to 2015 plan to describe the City's geography, climate, natural and manmade hazards, and demographics. The city profile pays particular attention to the portion of the population with access and functional needs, those who are experiencing homelessness, and those below the poverty line so that our comprehensive approach to emergency management includes those most vulnerable and who are likely to be in most need of services following a disaster.

The plan update also includes changes that reflect the 2011 annexation of Juanita, Finn Hill and Kingsgate. Changes to priority snow removal routes, firefighting districts (with the incorporation of District 41 into the City of Kirkland fire district), population change, and all maps contained in the plan are examples of updates made to reflect the annexation.

The CEMP update was submitted to the State of Washington and was reviewed for consistency with the National Response Framework, the National Incident Management System, and the Washington State Comprehensive Emergency Management Plan. It was approved in September, 2015. We now recommend it for adoption by Council.

How was the Plan Edited?

A red-lined version of the CEMP does not exist for the 2015 version or for any previous versions. The State of Washington dictates the format in which they will receive the CEMP and changed that format between the 2011 update and the 2015 update (as well as between the 2004 and 2011 updates), making a red-line edit infeasible. However, the following explains the kinds of changes that the Office of Emergency Management made for the 2015 plan. It is by no means exhaustive but provides insight into what was accomplished through the editing process. Changes to the City itself (JFK annexation), changes in personnel, and even changes in society such as the introduction of social media required significant amounts of editing.

- At times, sections were added or completely deleted. Sections that were found to be duplicative were deleted and sections such as the City Profile and the ESF Introduction were created from scratch.
- At other times, changes in vocabulary were made (such as Fire and Building Department becoming Fire Department and Building Services; Homeland Security Advisory System to National Terrorism Advisory System).
- In some cases, information was rearranged to make the text clearer and to avoid duplicating things that had been documented elsewhere. The most salient example of rearrangement can be found in the Basic Plan's arrangement of specific responsibilities of each department. Whereas the 2011 update lists these responsibilities as a single bulleted list for each department, the 2015 version divides each department's responsibilities into the categories of "readiness", "response", and "recovery".
- Regular editing for grammar, spelling, typos, and formatting were also necessary.

Examples of changes made to the CEMP are attached to this memo.

Future Updates

The CEMP is a living document that requires continual revision and adjustment. While the 2015 update made significant strides in revising and improving the City's emergency and disaster policies and procedures, future updates will go even further and include new information, clarifications, and recommendations made by the State during their review.

1) Vulnerable Populations: The State's review of the Plan has directed our focus towards more detailed planning for vulnerable populations. While the 2015 Update, for the first time, identifies the City's vulnerable populations, the Plan does not clearly identify specific actions that would be taken to assist vulnerable populations in the event of an emergency or disaster. Specifically, the State has asked that the City provide descriptions as to how the City will manage the evacuation of people with:

- access and functional needs
- people with disabilities
- culturally diverse populations
- the aging population.

The Office of Emergency Management has approached this need by cultivating partnerships with statewide and county-wide coalitions, and local community based organizations that provide services such as emergency transportation, emergency preparedness for those with access and functional needs, and specific resources for seniors. These include the following:

- Hopelink
- Alliance of People with Disabilities
- Hero House
- Disability Advocacy Group – statewide coalition
- Liaison with the Kirkland Senior Council
- Public Health – Seattle King County Vulnerable Populations Action Team.

Through these partnerships, OEM has begun to formulate a comprehensive plan for addressing the needs of the City's most vulnerable during an emergency or disaster and will continue to do so moving forward.

2) Delegation of Authority: Delegation of authority is an action the City plans for to accomplish essential tasks by empowering subordinates in the absence of their immediate supervisors. Tasks and duties of the primary position holder are granted to a subordinate, transferring the responsibility and accountability to them. The CEMP utilizes the pre-existing lines of succession in the City of Kirkland.

In an emergency or disaster, pre-existing delegations are critical for issuing a local proclamation of emergency. This is a process by which the Mayor and/or City Council issue a proclamation that a state of disaster or severe emergency exists in the City. This is the first step toward a state and federal declaration, which would activate eligible State and Federal disaster relief programs for the City and the public. Although response operations will begin immediately with City resources, this proclamation must be issued before County, State, and/or Federal assistance can be requested. If the Mayor is absent, the line of succession will be the Deputy Mayor and then the Council member with the most consecutive years of service on the Council at the time the emergency occurs.

RCW 35A.13.030 states that the "mayor shall be recognized as the head of the city for ceremonial purposes and by the governor for purposes of military law. He or she shall have no regular

administrative duties, but in time of public danger or emergency, *if so authorized by ordinance*, shall take command of the police, maintain law, and enforce order (emphasis added). RCW 35A.13.080 states that the "city manager shall... see that all laws and ordinances are faithfully executed, subject to the authority which the council may grant the mayor to maintain law and order in times of emergency." The COOP and COG will clarify the role(s) and responsibilities of the City Council, the City Manager and Deputy Managers, and all Department Directors with respect to the delegation of authority during an emergency or disaster. The table below shows the current lines of succession for the City Manager and City Council. The Incident Commander may be any one of the following depending on the nature of the specific emergency or disaster.

Line of Succession	
City Manager's Office	City Council
City Manager	Mayor
Deputy CM	Deputy Mayor
Deputy CM	Councilmember
City Attorney	

Incident Commanders (Incident Specific)
Fire Chief
Police Chief
Director of Public Works
Emergency Manager

Determining lines of succession for individual departments is the responsibility of the department's leadership as is noted in the "Emergency Management Concepts" section of the Basic Plan. The Office of Emergency Management is currently assisting departments in making line of succession determinations as part of ongoing work towards a Continuity of Operations Plan (COOP).

Excerpts From City of Kirkland 2015 Comprehensive Emergency Management Plan Update

1.) Side-by-side excerpts from the 2010 and 2015 CEMPs

2010 CEMP	2015 CEMP
<p>B. City Departments Common Responsibilities</p> <p>The following common responsibilities are for all city departments. This is not all inclusive list but includes critical responsibilities that are necessary for mitigation, preparedness, response, and recovery from an emergency or disaster.</p> <p>1. Create an emergency response plan within the department and develop procedures, instructions and policies in accordance with the provisions of this Plan. Preparation activities should include:</p> <ol style="list-style-type: none"> a. Establish departmental and individual responsibilities as indicated in this plan, identifying emergency tasks. b. Work with other city departments to enhance cooperation and coordination, and eliminate redundancy. Departments having shared responsibilities should work to complement each other. c. Responsible for the development and testing of the Department Business Continuity Plan in coordination with the Office of Emergency Management. d. Establish education and training programs so that each division, section, and employee will know exactly where, when and how to respond. e. Develop site specific plans for department facilities as necessary. f. Train staff to perform emergency tasks. g. Identify, categorize and inventory all available departmental resources. h. Develop procedures for mobilizing and employing additional resources. 	<p>VI. ROLES AND RESPONSIBILITIES</p> <p>A. <u>Common Responsibilities</u></p> <p>The following common responsibilities are for all city departments regarding readiness, response, and recovery actions for all hazards. The Office of Emergency Management (OEM) will work with each department as requested to achieve these objectives.</p> <p>1. <u>Readiness</u></p> <p>Response activities include planning, training and exercising:</p> <p>a. <u>Planning</u></p> <ul style="list-style-type: none"> • Identify departmental and individual responsibilities as indicated in the Comprehensive Emergency Management Plan. • Pinpoint, categorize, and inventory all available departmental resources and develop procedures for mobilizing and employing additional resources if needed. • Review departmental activities required in the Continuity of Operations Plan (COOP) which ensures that the City is able to continue performance of essential functions under a broad range of circumstances and the Continuity of Government Plan (COG) which are the procedures outlined to establish defined actions that allow the City to continue its essential operations. • Have all employees and volunteers register with Alert Sense and keep incident contact information up-to-date.

<p>i. Prepare damage assessment information in a timely manner and submit to Finance as requested.</p> <p>j. Develop and implement policies, procedures, and instructions as appropriate to an emergency incident, to include:</p> <ul style="list-style-type: none"> • Provide for 24-hour contact. • Provide up-to-date emergency contact information • Communicate situational report to the Emergency Operations Center (EOC). <p>2. Each city department will support the City's Office of Emergency Management</p> <p>a. Directors and City Manager/Assistant City Manager will serve as the Policy group when needed by the Emergency Operation Center (EOC).</p> <p>b. Fill positions in the Emergency Operation Center (EOC) as identified in the EOC procedural manual.</p> <p>c. In coordination with the Office of Emergency Management, ensure that Department staff is trained to fulfill the identified EOC responsibilities.</p> <p>d. In coordination with the Human Resources Department, ensure that each staff position's job description reflects the incumbent's responsibilities to the emergency organization.</p> <p>e. Assign staff to the Emergency Management Action Team (EMAT) Committee.</p> <p>f. Participate in emergency plans development and review.</p>	<ul style="list-style-type: none"> • Emphasize mitigation as a practice in all planning functions. • Assign one staff member of the department to the Emergency Management Action Team Committee (EMAT). • Provide feedback to OEM yearly on needed changes to departmental sections of this plan. <p>b. <u>Training</u></p> <ul style="list-style-type: none"> • Work with OEM to provide training for individuals and departments on personal and family preparedness and organizational roles and responsibilities during an incident. • Ensure that every City employee (except seasonal workers) takes 3 emergency management courses each year (either online or in person). • Ensure that individuals will report training to OEM via e-mail. <p>c. <u>Exercises</u></p> <ul style="list-style-type: none"> • Work with OEM to provide department-specific training related to incident-specific functions. • Ensure that each employee of the city (except seasonal workers) participates in one disaster readiness or response exercise every year. <p>2. <u>Response</u></p> <p>Response activities include activating and staffing the Emergency Operations Center (EOC), performing department-specific operations, or electronic support of incident-specific activities from a remote location.</p> <p>a. <u>Activate and staff the EOC</u></p> <ul style="list-style-type: none"> • Each assigned employee will report to or electronically check into the EOC as soon as possible.
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	<ul style="list-style-type: none">• City employees will fill positions in the EOC as identified on the EOC roster.• EOC staff may expect up to a 12-hour shift and must be prepared to shelter on site if the incident requires (the EOC is family-friendly and can supply minimum food/water/sleeping supplies). <p>b. Prepare damage assessment information and submit to the Finance Section in a timely manner.</p> <p>c. Work with all city departments to enhance cooperation and coordination of response operations.</p> <p>d. Be flexible and anticipate that day-to-day activities may be suspended with resources diverted to operational-period incident-specific priorities.</p> <p>3. <u>Recovery</u></p> <p>Recovery activities include both short-term and long-term operations to restore the City to pre-incident operation levels.</p> <p>a. Transition from response operations to recovery operations as the incident demands.</p> <p>b. Anticipate that some portion of department and employee functions may involve long-term recovery work for a period of several years.</p>
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2.) Example of new content added to the 2015 update:

pp. 7-10 of Basic Plan, Section 4, Community Profile

D. Identification of Vulnerable Populations

The City of Kirkland provides day-to-day and emergency services for the whole community. Certain populations within the community may be considered at high risk or vulnerable to all hazards and threats as described below:

Risk	Vulnerable Population
High	Persons with constant, full-care needs for survival, such as infants or surgical patients.
Medium	Persons or groups with identifiable access and functional needs that can be met through reasonable accommodation (e.g. persons with limited English language proficiency, persons in wheelchairs).
Low	Anyone with limited or no access to information systems or other essentials (e.g. no access to telecommunications, food, water, or shelter).

For the City of Kirkland CEMP, vulnerable populations that can be identified ahead of an emergency or disaster fall into three categories: 1) persons using adult care services, 2) childcare services, and 3) persons with limited English proficiency. Adult care services include the following: assisted living for elderly care; adult daycare centers; activity centers for disabled persons; senior citizens activity centers; assisted living; senior housing; and retirement communities. These facilities service approximately 11% (5,299 persons) of the total population. Childcare services include: child daycare (in-home and commercial establishments primarily engaged in providing preschool or pre-kindergarten education); Headstart programs; and babysitting services. These facilities service an under-5 population of 2,938 (or 6% of the total population).

Adult Care Service Providers	39 Facilities
Childcare Service Providers	62 Facilities
Limited English Proficiency	6.8% or 3,138 persons 5 years and older

3.) Example of new content added to align with State policies:

pp. 16-17, Basic Plan, Section five: Concept of Operations, Part E: Emergency Operations Center

2. EOC Activation Levels

The EOC may be activated at different levels depending on the size or type of the event and the staffing required to properly address the incident. Below is a description of the 3 activation levels used by the Kirkland EOC.

Activation Level	Description	Minimum Staffing Requirements
Level 3 (monitor)	<ul style="list-style-type: none"> • Small incident or event • One site • Two or more departments involved • <i>Potential</i> threat of: Flood Severe storm Interface fire Escalating incident 	<ul style="list-style-type: none"> • Emergency Manager or designee • Public Information Officer • Liaison Officer • Operations Section Chief
Level 2 (partial activation)	<ul style="list-style-type: none"> • Moderate event • Two or more sites • Multiple departments involved • Major scheduled event (e.g., conference or sporting event) • Limited evacuations • Resource support required 	<ul style="list-style-type: none"> • Emergency Manager • Public Information Officer • Liaison Officer • Section Chiefs (as required) • Limited activation of other EOC staff (as required)
Level 1 (full activation)	<ul style="list-style-type: none"> • Major event • Multiple sites • Regional disaster • Multiple agencies involved • Extensive evacuations • Resource support required 	<ul style="list-style-type: none"> • Emergency Manager • Policy Group • All EOC functions and positions

3. Alternate EOC Facility

In the event that the EOC, located at Kirkland City Hall, cannot be used for emergency management operations, the Kirkland Justice Center at 11740 NE 118th St, Kirkland, WA, will serve as the alternate location of the EOC.

4.) Examples of new content describing use of social media:

ESF 2: Communications

"The Communications Program Manager and the EOC PIO team will send emergency public safety information through conventional methods such as e-mail to local media broadcasters and may choose to publish this information on the City's website and/or social media accounts."

ESF 12: Energy, Preparedness Activities

- "Disseminate public information regarding high wind watches and warnings and winter storm watches and warnings via the City website and social media platforms."

ESF 15: Public Affairs

"During non-activated EOC incidents, public information will be coordinated between the Communications Program Manager and the Office of Emergency Management (OEM). During incidents that require emergency public information from the City, the City will monitor both traditional media outlets as well as social media to gain situational awareness and may employ a Virtual Operations Support Team (VOST) in support of this effort. The VOST will fall under the Public Information Officer in the EOC chain of command."

"The City of Kirkland PIO staff will post emergency public information to the City's website and social media accounts (Twitter and Facebook) as well as to the Regional Public Information Network (RPIN) as deemed appropriate."

"The City Communications Program Manager (City Manager's Office) is designated as the lead Public Information Officer (PIO) for the Emergency Operations Center (EOC). Additional PIO support will be determined by the size and scope of the incident and may include public affairs and social media specialists who will work under the direction of the PIO and the Incident Commander."

ESF 15: Public Affairs: E. Responsibilities, Lead Agency - City Manager's Office

- "Use City communications resources to disseminate information including the City website, social media accounts, and television stations."

RESOLUTION R-5184

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND
ADOPTING THE 2015 UPDATE OF THE CITY OF KIRKLAND
COMPREHENSIVE EMERGENCY MANAGEMENT PLAN.

1 WHEREAS, RCW 38.52.070 authorizes and directs local
2 jurisdictions to establish a local organization for emergency
3 management and to develop and maintain a local comprehensive
4 emergency management plan; and
5

6 WHEREAS, in order to be eligible for emergency and recovery
7 funds from the State of Washington and the Federal Emergency
8 Management Agency, the City is required to produce a Comprehensive
9 Emergency Management Plan (CEMP) and to update the plan every four
10 years; and
11

12 WHEREAS, the City of Kirkland has previously prepared a CEMP
13 which functions as the basis for all emergency operations and all
14 activities undertaken by the City to prepare for, respond to, and recover
15 from emergencies and disasters whether natural or human-caused; and
16

17 WHEREAS, the last update of the City of Kirkland CEMP was
18 completed in 2010; and
19

20 WHEREAS, the 2015 Update of the CEMP was submitted to the
21 State of Washington and reviewed for consistency with the National
22 Response Framework, the National Incident Management System and
23 the Washington State Comprehensive Emergency Management Plan and
24 was approved in September 2015.
25

26 NOW, THEREFORE, be it resolved by the City Council of the City
27 of Kirkland as follows:
28

29 Section 1. The 2015 Update of the City of Kirkland
30 Comprehensive Emergency Management Plan is hereby adopted.
31

32 Passed by majority vote of the Kirkland City Council in open
33 meeting this ____ day of _____, 2016.
34

35 Signed in authentication thereof this ____ day of _____,
36 2016.

MAYOR

Attest:

City Clerk