



## **CITY OF KIRKLAND**

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www.kirklandwa.gov

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### **MEMORANDUM**

**To:** Kurt Triplett, City Manager

**From:** Joe Sanford, Fire Chief  
Heather Kelly, Emergency Manager

**Date:** April 21, 2021

**Subject:** REVIEW OF UPDATED 2021 COMPREHENSIVE EMERGENCY MANAGEMENT PLAN DRAFT

### **RECOMMENDATION:**

To support the City of Kirkland's commitment to efficient incident management and to provide for continued eligibility to apply for federal and state emergency management programs and funding, it is recommended that the City Council be familiarized with and support the submission of the 2021 updated Comprehensive Emergency Management Plan (CEMP) to WA. State EMD for review and approval.

### **BACKGROUND DISCUSSION:**

The COVID – 19 Pandemic demonstrated the value of the City's commitment to a professional emergency management program. The guiding resource for a local emergency management program is a Comprehensive Emergency Management Plan (CEMP) that outlines the roles and responsibilities of City departments and staff during incidents, emergencies, and disasters. The CEMP and referenced supporting documents provide the strategies and actions the City intends to implement to prepare for, prevent, mitigate, respond to, and recover from incidents, emergencies, and/or disasters in Kirkland.

RCW 38.52 requires jurisdictions to maintain and update their CEMP at least every 5 years, which the City has been doing for nearly twenty years. In 2020, due to COVID-19, WA. State EMD provided a one-year extension to the update cycle, making the City's updated CEMP due for State approval and Council adoption in 2021. Recent changes in Washington State legislation has increased and adjusted the requirements for a compliant CEMP, resulting in a major rewrite of the City's plan.

In 2019, emergency management initiated the CEMP update process engaging City staff to review and develop the resulting draft 2021 CEMP. Additional content includes topics such as limited English proficiency (LEP), Emergency Operations Center (EOC) operations, an all hazard planning approach, incident management processes, and details of how the City coordinates with federal, state, county, and local partners, in addition to the Kirkland community.

The CEMP identifies roles, responsibilities, and expectations of all City staff, including the City Council. The following is a guide to Council references in the CEMP to assist with review. The full CEMP document is provided as Attachment 1.

Section	Description	Draft File Page
<b>Base Plan</b>		
Emergency Proclamation Process	Describes City Council's approval responsibilities when the City proclaims a State of Emergency.	22
Kirkland Organizational Structure	General description of the Kirkland government organizational and leadership structure.	25
City Council Responsibilities	Outlines the overall incident responsibilities of the Council as a whole.	26
Council Member Responsibilities	Outlines individual incident responsibilities for Council Members.	28
CEMP Planning Process	Establishes the 5-year planning, review, and approval process for the CEMP, including Council's role in approving the plan.	43
Council Training	Outlines general training requirements for City staff and City Council members.	44
<b>Emergency Support Function 2: Communications</b>		
Incident Communication Flow	Shows how information flows between levels of incident response.	66
<b>Emergency Support Function 5: Emergency Management</b>		
Emergency Proclamation Process	Outlines in greater detail how City Council ratifies a Proclamation of Emergency.	96
<b>Emergency Support Function 14: Recovery</b>		
Recovery Plan Review	Outlines how the City Manager and City Council will review a recovery plan created by the Recovery Team.	181

The draft CEMP presented for review is currently under review by the CAO, Directors, and CMO. Formatting and final content is still being adjusted. To provide written comments, please utilize the Review Comment Tracking Log – Attachment 2 or contact Heather Kelly. All input needs to be provided by May 25, 2021.

Based on feedback from the CAO, CMO, and Council on the draft CEMP, a final version will be submitted to WA. State EMD for review and approval by July 1, 2021. Following WA. State approval, it is anticipated that Emergency Management staff will return to Council in the Fall of 2021 with a proposal to adopt the 2021 CEMP by resolution.

Attachment 1: Draft 2021 Comprehensive Emergency Management Plan  
Attachment 2: Review Comment Tracking Log



# City of Kirkland

## Comprehensive Emergency Management Plan (CEMP)



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# PROMULGATION STATEMENT

XX/XX/2021

Transmitted here is the City of Kirkland's Comprehensive Emergency Management Plan (CEMP). The CEMP provides a guide from which the City of Kirkland will mitigate for, prepare for, respond to, and recover from a disaster or emergency.

This CEMP supersedes any previous CEMP documents and has been approved by the City Council through Resolution. This CEMP will be reviewed and updated, as appropriate, by the Office of Emergency Management (OEM). Recipients are requested to advise OEM of any changes or suggestions that may result in CEMP improvement.

It should be noted that on August 28, 2020, due to the COVID-19 Pandemic, Robert Ezelle, Director of Washington State Emergency Management, issued a one calendar year extension to the City of Kirkland CEMP submission requirement, establishing a five-year approval cycle beginning in 2021.

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Kurt Triplett  
City Manager  
City of Kirkland

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Heather Kelly  
Emergency Manager  
City of Kirkland

## RECORD OF DISTRIBUTION

The record of distribution will be used to verify that department leaders have acknowledged the acceptance of the CEMP. An electronic version of the CEMP can be accessed by City employees with CEMP responsibilities on the Office of Emergency Management SharePoint site. A redacted version will be available on the City of Kirkland website at [www.kirklandwa.gov](http://www.kirklandwa.gov).

Date of Delivery	Number of Copies Delivered	Method of Delivery	Name, Title, and Department of Receiver
	1	Hard Copy	Kevin Raymond, City Attorney, CAO
	3	Hard Copy	Kurt Triplett, City Manager, CMO Tracey Dunlap, Deputy City Manager, CMO Jim Lopez, Assistant City Manager, CMO
	7	Hard Copy	One for each member of the City Council
	2	Hard Copy	Judge Olson, Presiding Judge, Municipal Court Tracy Jeffries, Court Administrator, Municipal Court
	2	Hard Copy	Michael Olson, Director, Finance & Administration Greg Piland, Financial Operations Manager, Finance & Administration
	4	Hard Copy	Joe Sanford, Fire Chief, Fire Tim Day, Deputy Chief, Fire Dave Van Valkenburg, Deputy Chief, Fire Emergency Operations Center
	2	Hard Copy	Anh Hoang, Director, Human Resources Shawn Friang, Manager, Human Resources
	2	Hard Copy	Smitha Krishnan, Director, Information Technology Xiaoning Jiang, Deputy Director, Information Technology
	2	Hard Copy	Lynn Zwaagstra, Director, Parks & Community Services John Lloyd, Deputy Director, Parks & Community Services
	2	Hard Copy	Adam Weinstein, Director, Planning & Building Jeremy McMahan, Deputy Director, Planning & Building Stephanie Day, Business Analyst, Planning & Building
	5	Hard Copy	Cherie Harris, Chief, Police Michel St Jean, Deputy Chief, Police Todd Aksdal, Deputy Chief, Police Tim Carpenter, Lieutenant, Police Phil Goguen, Lieutenant, Police
	2	Hard Copy	Julie Underwood, Director, Public Works John Starbard, Deputy Director, Public Works

## RECORD OF CHANGES

From the date of promulgation of the CEMP, the Office of Emergency Management will track and record changes made to the document.

Change Number	Section	Date of Change	Individual Making the Change	Summary of Change
N/A	All	Xx/21	Heather Kelly and Karissa Smith	Overall update and rewrite of the CEMP to establish compliance with WA State CEMP requirements as of 2021.

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# BASIC PLAN

## Introduction

### Definition of Incident

To align with the National Incident Management System (NIMS) guidance as directed by Homeland Security Presidential Directive (HSPD) 8, the City of Kirkland (City) has adapted to using the term “incident” for what historically has been referred to as an emergency and/or disaster.

For the purposes of this document, an incident is defined as any situation natural, technological, or human-caused that may present a real, perceived, or anticipated threat to the City and/or its community. In addition, response to and/or recovery from the “incident” may

- Require activation of the City Emergency Operations Center (EOC),
- Exceed the capability or resources of one or more City department and/or regional capabilities or resources,
- Disrupt the performance of City functions,
- Present a significant threat of loss of life, or bodily injury, or damage to property or the environment,
- Interfere with societal norms,
- Cause economic crisis, and/or
- Have the potential for negative long-term effects on the Kirkland community.

From this point forward, the term incident should be considered synonymous with any or all of the situations stated above.

### Purpose

The City of Kirkland's Comprehensive Emergency Management Plan (CEMP), establishes an understanding of authority, responsibilities, and functions within the City of Kirkland for incident management. The CEMP, including its appendices and supporting documents, provides for an all-hazards approach to incident management, including response, recovery, mitigation, preparedness, and continuity activities.

### Scope

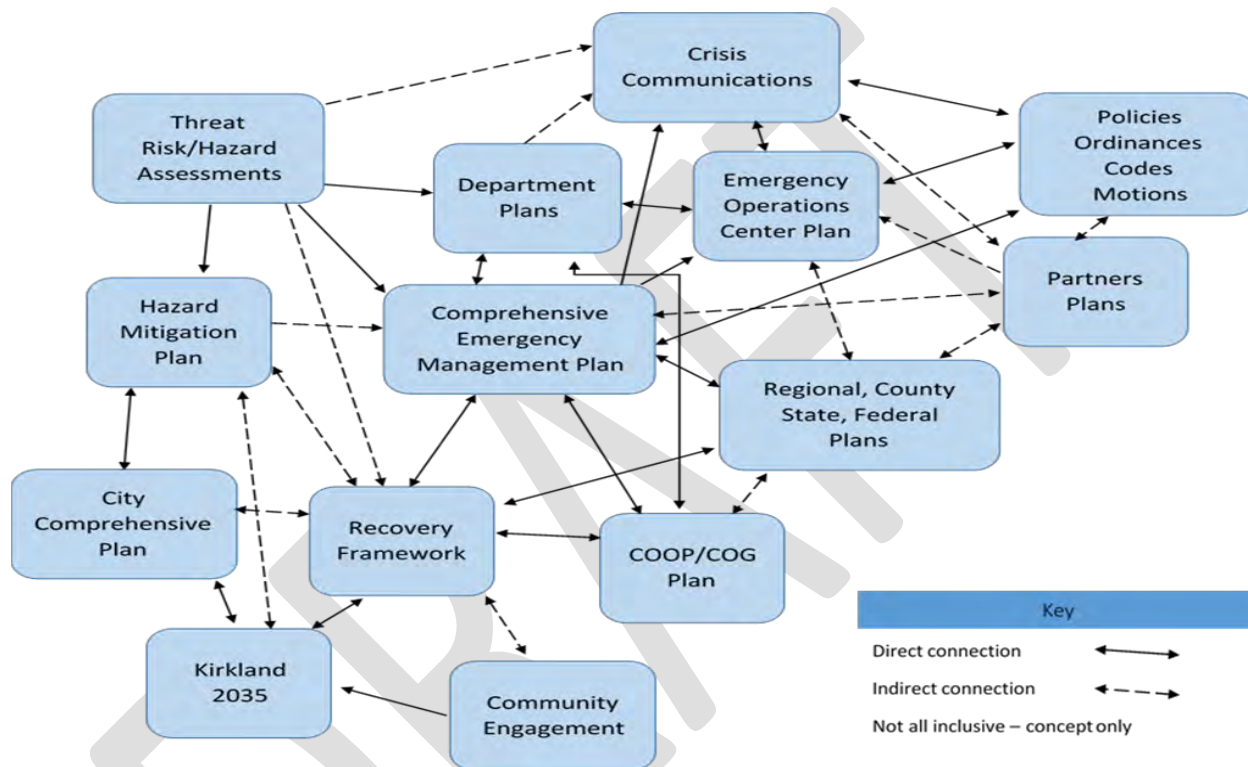
The CEMP addresses the responsibilities of City departments and the coordination of support from partner organizations before, during, and after an incident. The CEMP captures assumptions and policies, establishes a concept of operations, and identifies functional responsibilities of City departments, private sector partners, community-based organizations, and other governmental and non-governmental agencies. The CEMP supports and is compatible with the National Planning Framework, the National Disaster Recovery Framework, the King County CEMP, the King County Regional Coordination Framework, and the Washington State CEMP.

The CEMP may be implemented for any incident that affects the Kirkland community.

## Statement of NIMS compliance

By Resolution R-4585 the City has established the policy of following NIMS guidance and organizing response efforts using the Incident Command System (ICS) in its all-hazard approach to incident management.

The City leverages a suite of documents to guide how the City will mitigate for, prepare for, respond to, and recover from incidents (Figure 1). These documents, some complete, others in development, may support or be referenced in the CEMP; but are considered standalone resources.



## Authorities and References

### Authorities

This CEMP has been developed to support implementation and/or compliance with City Codes and Policies:

- Kirkland Municipal Code (KMC) Chapter 3.20 – Emergency Management
- KMC Chapter 3.85 – Purchasing
- Resolution R-4585 – A Resolution of the City Council of the City of Kirkland Relating to the National Incident Management System, 2006
- Administrative Policy Chapter 1 Policy 1-2 Severe Weather/Emergency Conditions
- Kirkland Comprehensive Plan ([Kirkland 2035](#))



In addition, the CEMP supports the implementation of or compliance with federal, state, and county legislation:

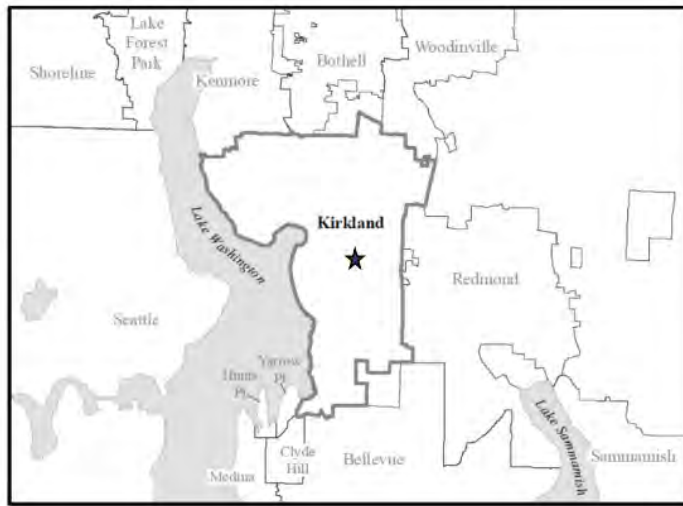
- King County Code (KCC)
  - 15.52, Emergency Powers
- State Revised Code of Washington (RCW)
  - 35.33, Budgets in Second and Third-Class Cities, Towns, and First-Class Cities Under Three Hundred Thousand
  - 38.52, Emergency Management, including Limited English Proficiency (LEP) requirements
  - 39.34, Interlocal Cooperation Act
  - 38.56, Intrastate Mutual Aid System
  - 42.56, Public Records Act
  - 49.60.400, Discrimination, Preferential Treatment Prohibited
  - 70.136, Hazardous Materials Incident
- Washington Administrative Code (WAC)
  - 118-04, Emergency Worker Program
  - 118.30, Local Emergency Management/Services Organizations, Plans and Programs
  - 296-62, General Occupational Health Standards
  - 296-824, Emergency Response
- Federal Public Law (PL)
  - PL 92-318, Title IX of the Education Amendments of 1972
  - PL 93-342, Disaster Relief Act of 1974, as amended by Public Law 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act
  - PL 96-342, Improved Civil Defense Act of 1980, as amended
  - PL 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986
  - "Federal Civil Defense Act of 1950," as amended
  - PL 101-336, Americans with Disabilities Act (ADA) of 1990
  - PL 113-2, Sandy Recovery Improvement Act (SRIA) of 2013

## References

- City of Kirkland EOC Emergency Operations Plan
- City of Kirkland COOP/COG Plan
- City of Kirkland LEP Communication Resource Guide
- King County Comprehensive Emergency Management Plan
- King County Regional Disaster Coordination Framework
- King County Regional Hazard Mitigation Plan, including the City of Kirkland Annex
- Washington State Comprehensive Emergency Management Plan
- Washington Mutual Aid System (WAMAS)
- Homeland Security Presidential Directive (HSPD)-5
- National Incident Management System (NIMS)
- National Response Framework (NRF)
- National Disaster Recovery Framework
- Emergency Management Assistance Compact (EMAC)

## Situation Overview

### Community Profile



#### Kirkland at a Glance

Founded	1888
Incorporated	1905
Population	90,660
Elevation	18 to 534 feet
Land Area	18 square miles
Miles of City Streets	257
Miles of City Sewers	136
Miles of Water Lines	179
Residential Dwellings	39,995
Fire Department Rating Class	4
City Employees (Full-Time Equivalents)	638
General Obligation Bond Rating:	
Moody's	Aaa
Standard and Poor's	AAA

Figure 2 – Regional Map of Kirkland and Kirkland statistics.  
(Taken from the 2021-22 Budget Document).

#### Location

The City of Kirkland is in the Puget Sound region of western Washington, located in Seattle's greater suburban area known as the "Eastside", on the eastern shore of Lake Washington. Kirkland is a suburban city, surrounded by other suburban cities and pockets of unincorporated King County. Kirkland is comprised of 14 neighborhoods over 18 square miles. Kirkland is bisected by I-405, which runs north to south and has three interchanges providing connections to Kirkland's arterials.



Figure 3 – A photo of Kirkland's waterfront Marina Park Pavilion in downtown Kirkland.

### *Land Acknowledgment*

We acknowledge that the City of Kirkland is on the traditional land of the first people of Kirkland, the Duwamish People past and present, and honor with gratitude the land itself and the Duwamish Tribe.

### *Population*

Since its incorporation in 1905, the population of the City of Kirkland has grown from approximately 530 people to an estimated 90,660 as of 2020<sup>1</sup>, making it the sixth-largest municipality in King County and the thirteenth largest in the state. Much of this population growth can be attributed to the consolidation of the cities of Kirkland and Houghton in 1968, and numerous annexations including the Rose Hill and South Juanita areas, annexed in the 1980s, and the 2011 annexation of Finn Hill, North Juanita, and Kingsgate, which increased the City's population and geographic area by over 60% (Figure 4). The population continues to grow due to economic growth opportunities.

### *Demographics and Culture*

Kirkland's population continues to grow, especially with the development of mixed-use buildings and multi-family dwellings.

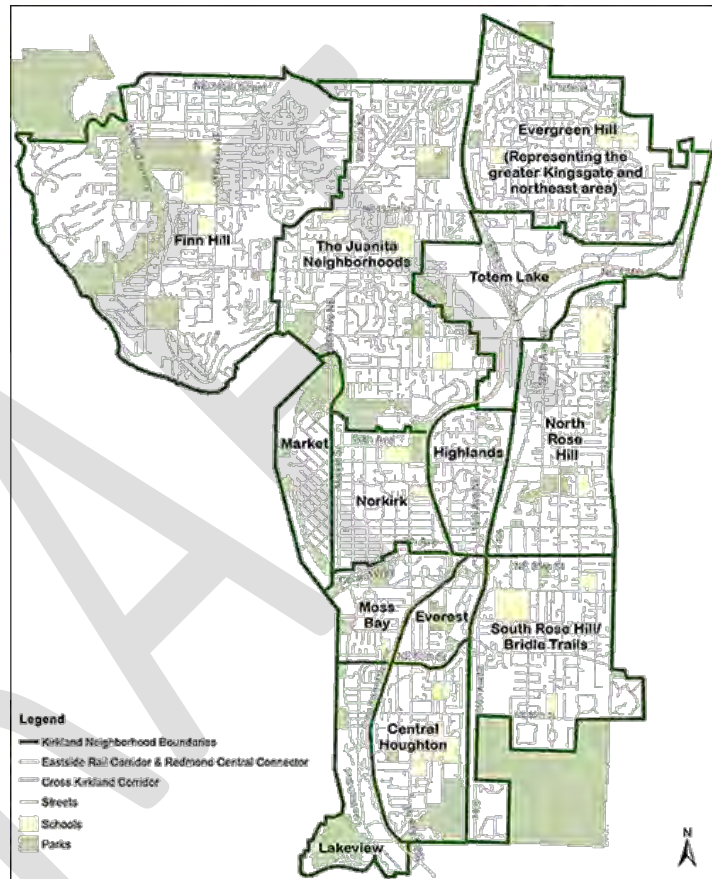


Figure 4 - Kirkland Neighborhood Map

The quick facts provided below present a 'snapshot' of Kirkland<sup>2</sup>.

- **Total population:** 89,438
- **Minority population:** 21,733 (24.3%)
- **Median age:** 37.4
- **Junior and senior population:** 18,321 age 18 and younger, 11,746 age 65 and older
- **Disabled population:** 7.2%; hearing difficulty 2.3%, vision difficulty 0.9%, cognitive difficulty 3.0%, ambulatory difficulty 3.4%, self-care difficulty 1.3%, independent living difficulty 3.1%

<sup>1</sup> April 2020 estimate from the Washington State Office of Financial Management

<sup>2</sup> Data Source: 2019 American Community Survey 5-Year Estimates



- **Education:** 96.6% of Kirkland's population is a high school graduate or higher, 61.3% of residents hold a bachelor's degree or higher.
- **Households:** 36,480 households. 22,133 married-couple families or cohabitating couple households.
- **Average household size:** 2.42 people
- **Median household income:** \$117,190 per year
- **Poverty rate:** 6.1%
- **Language spoken at home:** 25.1% speak English only, 21.6% speak a language other than English at home. The next largest language group after English is Spanish, which 5.1% of Kirkland households speak at home.

In the City of Kirkland 2018 Biennial Residents Survey, 82% of respondents rated Kirkland as a positive place to live. During community visioning meetings that occurred in 2013, participants were asked to write down one word to describe what they want Kirkland to be like in the future. The collection of words resulting in the following Wordle with the most common words represented in the largest text (Figure 5).

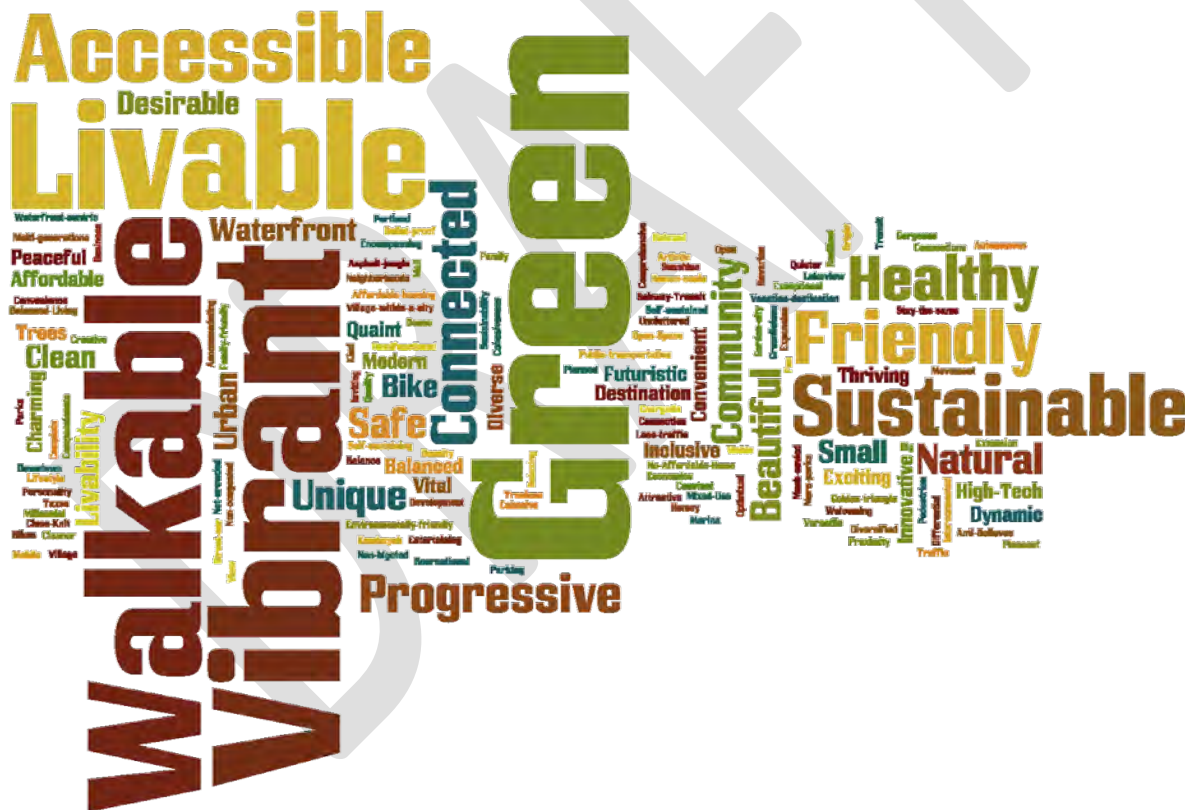


Figure 5 - Kirkland residents' vision for the City, described in one word.

The consistent and ongoing engagement of the community through boards, commissions, public meetings, surveys, and daily interactions influence City leadership decisions about growth, development, and the future. The City's commitment to 'Whole Community' living is visible through purposeful and thoughtful actions to build and sustain a complementary working and living environment.



Kirkland's guiding principles are Livable, Sustainable, and Connected, and are based on and provide an extension of the aspirations and values embodied in Kirkland's Vision Statement in the [Kirkland 2035 Plan](#):

*Kirkland is one of the most livable cities in America. We are a vibrant, attractive, green, and welcoming place to live, work, and play. Civic engagement, innovation, and diversity are highly valued. We are respectful, fair, and inclusive. We honor our rich heritage while embracing the future. Safe, walkable, bikeable, and friendly neighborhoods are connected to each other and to thriving mixed-use activity centers, schools, parks, and our scenic waterfront. Convenient transit service provides a viable alternative to driving. Diverse and affordable housing is available throughout the city. Kirkland strives to be a model, sustainable city that values preserving and enhancing our natural environment for our enjoyment and future generations.*

### *Development*

Kirkland is a growing community that continues to expand through residential and non-residential projects, such as the development of mixed-use locations like the Totem Lake Urban Center in the Totem Lake neighborhood and Kirkland Urban in the downtown area. The City has grown beyond a bedroom community and has become a commercial and employment center characterized by a mix of small businesses, corporate headquarters, light industrial and manufacturing, and a growing base of high-tech businesses with branches of IBM, Microsoft, and Google. EvergreenHealth is the City's largest employer.

## Environmental Profile

### *Geology*

Local topography forms a north-south oriented terraced hillside for almost the entire length of the City. Elevations range from 15 feet above sea level along the edge of Lake Washington to 535 feet above sea level at a high point in the Bridle Trails neighborhood. Valleys and lowlands have been carved into the terrain by several large perennial streams, including Juanita Creek, Forbes Creek, and Cochran Springs, all of which drain westerly towards Lake Washington. Several lakes and wetlands, including Lake Washington, Totem Lake, and Forbes Lake occupy low draining depressions.

### *Environmentally Sensitive Areas*

The City has identified areas that require special development standards for protection against flooding, erosion, seismic hazard, and priority habitat. These areas include Hunt's Point, Finn Hill, Goat Hill, and areas immediately surrounding Juanita Creek, Forbes Creek, and Cochran Springs. See the Maps Appendix for visuals of these areas.

### *Weather*

Kirkland weather is influenced by coastal ocean currents on the west, the Cascade Mountains to the east, and its location in the Puget Sound lowlands. The Cascades shield Kirkland from most continental air masses, creating a mild maritime climate with few seasonal temperature extremes. The movement of large continental air masses from Canada during the winter, or from the south during summer months, can create short periods of temperature and precipitation extremes in the area. Generally, average winter daytime temperatures are in the 40s with overnight lows in the 30s, and summer daytime temperatures are in the 70s with overnight lows in the 50s.

The wet season occurs from October to March, with December typically seeing the most precipitation. More than 75% of the yearly precipitation falls during the winter months. The average annual rainfall for Kirkland is slightly more than 37 inches. Snowfall in Kirkland is extremely variable due to complex local weather patterns and topography. Some winters see very little snowfall, others have significant snow and ice incidents.

High winds in the Kirkland area are associated with strong storms crossing the state from the southwest during the winter. However, severe winter storms can create strong northerly winds when high pressure dominates the weather pattern.

## Utilities

Delivery of utilities in the City is provided by multiple public and private providers. Additional details are provided in the Emergency Support Function (ESFs).

### Telecommunications

Telephone services are regulated by the Washington Utilities and Transportation Commission. Personal wireless service providers serving Kirkland are those licensed by the Federal Communications Commission (FCC) in the radio frequency spectrum for wireless communications service and registered to do business in Kirkland. Cable services are provided under a municipal franchise agreement.

The City is expanding its fiber-optic network to service governmental facilities and traffic control systems by partnering with other cities and schools to lay the foundation for a regional fiber-optic telecommunication system. The publicly owned Community Connectivity Consortium has 22 members including Kirkland, Lake Washington School District, the University of Washington, and the City of Bellevue.

### Internet

Most of Kirkland is served by at least two providers for Cable TV and Internet services, currently Comcast and Zply Fiber. Residential high-speed DSL services, cable-based Internet, and fiber are available in most locations in the community. Broadband internet services are available nearly everywhere in Kirkland via commercial telecommunications providers.

The City provides free wireless internet service in downtown Kirkland (Figure 6).

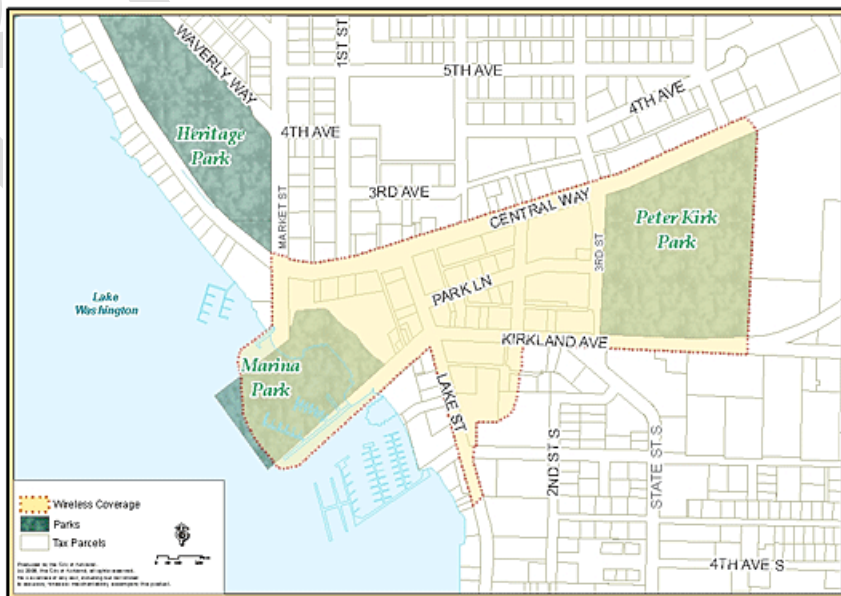


Figure 6 – Kirkland Free Wireless Map

### *Natural Gas*

Natural gas utilities for the City are provided by Puget Sound Energy (PSE) through a Franchise Agreement<sup>3</sup>. Natural gas originates from various regions of the U.S. and Canada and is transported throughout Washington via a network of interstate transmission pipelines owned and operated by Northwest Pipeline Corporation. PSE takes delivery of natural gas from Northwest Pipeline Corporation at a gate station located east of Lake Sammamish outside Kirkland City limits.

### *Power*

Power utilities for the City of Kirkland are served by PSE. Kirkland is a part of PSE's Eastside and Northshore Electrical Subareas. Power is delivered on 230 kilovolt (kV) transmission lines to substations in Redmond and Renton, where the voltage is transformed to 115 kV.

The electricity that PSE delivers to customers is generated from hydroelectric dams, coal, natural gas, wind, and to a much smaller degree from nuclear, and other (solar, biomass landfill gas, petroleum, and waste) sources.

A double-circuit 230 kV Seattle City Light transmission line runs through Kirkland north to south near 124<sup>th</sup> Ave NE but does not directly serve the Eastside subarea.

### *Sewer*

The Wastewater Division of Kirkland Public Works primarily manages City sewer maintenance, the operation of eight sewage pump stations in City limits, and response to service requests. The City provides sanitary sewer service to City residents south of NE 116<sup>th</sup> St. The Northshore Utility District provides sewer service to most residents north of NE 116<sup>th</sup> St.

The collection system consists of 40 wastewater collection basins, 122 miles of sewer pipe, six lift stations and force mains, and approximately 3,184 manholes. Approximately 5 to 10 percent of Kirkland residents use septic systems.

The King County Wastewater Treatment Division (WTD) provides the City's service area with sanitary sewer treatment services under the terms of an intergovernmental agreement. City sewage and most of the Northshore Utility District's sewage is treated at King County's Renton treatment plant. The King County Brightwater Treatment plant, located in Woodinville, WA., supplies reclaimed water to the region. Small portions of Northshore's sewage flows to the Brightwater Treatment Plant and the West Point Treatment Plant located in Seattle, WA.

### *Water*

The City Water Utility Division provides water service to most residents, except those located north of NE 124<sup>th</sup> St who are served by the Northshore Utility District or the Woodinville Water District. A small portion of the southeastern City is served by the City of Bellevue.

The City's water system is primarily a gravity system consisting of 171 miles of water lines and 12.62 gallons of storage capacity, including 1.5 million gallons of fire protection storage. The

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<sup>3</sup> Kirkland Ordinance No. 4060

system is estimated to have sufficient capacity to serve the growth anticipated through the land use plan and future water customers into the year 2035.

As a member of the Cascade Water Alliance, Kirkland purchases its water supply from Seattle Public Utilities (SPU). The water is then distributed to Kirkland customers through the City's distribution system. The City water supply from SPU currently comes from the Tolt River Watershed, with occasional supply from the Cedar River Watershed when routine maintenance is required at the Tolt Treatment Facility. Cascade Water Alliance currently has an agreement with SPU to provide 33.3 million gallons of water per day to its members through the year 2039 with the opportunity for an extension of the contract until 2063.

In addition to the supply from SPU, Cascade Water Alliance also has an agreement with the City of Tacoma for additional supply into the year 2042 and has the capability of developing Lake Tapps in east Pierce County if the need arises beyond 2063. According to Cascade Water Alliance, based on current trends of water use, responsible plumbing codes, and water-efficient appliances, it is likely that Lake Tapps will not need to be developed for decades.

#### *Surface Water*

The City maintains conveyance, flow control, and water quality treatment systems in public rights-of-way, and flow control and water quality treatment facilities that serve single-family developments. These facilities are managed to reduce flooding and to protect water quality.

Privately owned stormwater facilities consist of conveyance, flow control, and water quality treatment facilities that serve multifamily and commercial developments, and certain private roads and single-family developments. City staff inspect 631 private flow control and water quality treatment systems to see that they are cleaned and functioning as designed. In addition, staff provide technical assistance for drainage and water quality problems that impact these systems.

A watershed approach has been used for managing the surface water utility by dividing the City into 15 drainage basins. The largest and most important streams are Juanita and Forbes Creek. The size of their drainage basins makes them especially important for receipt of stormwater and discharge into Lake Washington. Yarrow Creek, Denny Creek, Juanita Creek, Forbes Creek, and Champagne Creek also have large basin areas within the City and are significant because they provide fish habitat and productive associated wetlands. Smaller critical drainages include Carillon Creek, Cochran Springs Creek, Everest Creek, Holmes Point, and Kingsgate Slope.

#### *Trash, Recycling, and Compost*

The City contracts with Waste Management for garbage, recycling, and food and yard waste composting services for Kirkland residents and businesses. Kirkland Conserves, part of the Parks & Community Services Department, coordinates recycling and composting education and special events for customers and community members.



## Hazard Assessment Summary

The City is vulnerable to numerous natural, technological, and human-caused hazards. These hazards include, but are not limited to, severe weather, earthquakes, landslides, flooding, search and rescue emergencies, civil unrest, terrorist activities, explosions, structural collapse, hazardous material incidents, major fires, infrastructure failure, a health crisis, cyber-attack, environmental disturbance, and consequences of climate change.

The City is committed to mitigating and reducing risk whenever possible and supports mitigation projects across multiple departments and with regional partners. Despite mitigation efforts, the trend of growth in Kirkland naturally increases risk within the City as dense populations add to the volume and complexity of traffic flow, calls for emergency service, and demands on infrastructure systems. New development may precede the City's ability to improve community support systems, which is one factor influencing Kirkland's intentional integration of infrastructure improvements into development projects. The implementation of planning and building regulations and requirements has lessened the risk of catastrophic impacts on human life, but the response demands and long-term recovery implications from a dense community remain. This commitment to risk reduction from a multi-focused perspective builds capability for the City to respond to and recover from an incident; ultimately supporting the City's mission to care for the residents, businesses, and communities it serves.

The following table represents the City's ranking of the hazards of concern. City leadership ranked hazards by multiplying the perceived severity of the potential incident with the perceived probability of the incident. *It should be noted that the high health crisis ranking is attributed to the ongoing COVID-19 Pandemic at the time of assessment. As of June 2017, a health crisis received a risk score of 4.5.*



Table 1 - Hazard Risk Ranking as of May 2020.

The severity was assigned a numerical value using the following approach:

Severity		Description
4	<b>Catastrophic Incident</b>	Multiple deaths, the shutdown of operations for 30 days or more, more than 50% of property is severely damaged, significant widespread economic disruption.
3	<b>Major Incident</b>	Injuries or illness requires major professional care, the shutdown of operations for at least 2 weeks, more than 25% of property is severely damaged, significant economic disruption.
2	<b>Moderate Incident</b>	Injuries or illness requires professional medical care, the shutdown of operations for more than 1 week, more than 10% of property is severely damaged, some economic disruption.
1	<b>Minor Incident</b>	Injuries or illness are treatable with basic first aid, the shutdown of operations for less than 1 week, less than 10% of property is severely damaged, little or no economic disruption.

The probability of the incident occurring in Kirkland was assigned a numerical value based on the following criteria:

Probability	
3	High
2	Medium
1	Low

Hazard area extent and location maps are available in the Maps Appendix to this document and are included in the City of Kirkland Annex to the King County Regional Hazard Mitigation Plan (2020).

## Planning Assumptions

- An incident could cause significant loss of life, injury, property damage, and disruption of daily life and/or services in the City of Kirkland. These incidents may also create significant financial, psychological, or sociological effects on Kirkland residents, businesses, and the City's governmental organization.
- The information and procedures in the CEMP are the best information available at the time of documentation.
- City of Kirkland assets and systems may be damaged, destroyed, or overwhelmed by a major incident, and the City can only endeavor to make the best possible effort to

respond and recover based on available information, resources, and the situation at the time.

- Mitigation and preparedness efforts may not be adequate to address all situations; existing knowledge will be leveraged and adapted to a specific incident.
- The City may not receive any or only limited assistance from nearby communities, federal, state, or county agencies during an incident.
- Initial response activities will rely on available City resources.
- It is reasonable to assume that, with impending incidents such as storms, a warning will be issued to enable some preparation prior to the incident. Other incidents such as earthquakes, may occur with little or no advance warning.
- No-notice incidents may cause a delay in EOC activation.
- City leadership may not be immediately available or reachable during an incident.
- City departments have responsibility for supporting all phases of emergency and/or incident management.
- City staff are personally prepared for emergencies and understand that they may have to come to work during or after an incident.
- City staff may be personally impacted by an incident and unable to respond.
- Most community members will have the resources and ability to shelter-in-place at their residence for at least 48 hours, including special or vulnerable populations and the people or facilities that care for them.
- The City may not have enough resources to respond to all requests for assistance or to meet all community needs and will need to acquire resources from the private sector, mutual aid partners, non-governmental organizations (NGOs), or federal, state, or county organizations.
- The public will expect communications from the City about emergency instructions, available assistance, resources, and City actions to protect life, property, and the environment, provided in a method or language they can understand.
- The City will attempt to leverage as many communications and warning systems as appropriate during an incident.

## Concept of Operations

### Incident Management

The City of Kirkland may be confronted with incidents, occurring suddenly or over a long period of time, that escalate beyond routine operational capability. These incidents may require an increased level of response and/or incident management due to their size and/or complexity. City and/or incident leadership may leverage the CEMP for guidance.

The Office of Emergency Management (OEM), by code, is a division of the Fire Department for daily operations. During an incident, OEM functions under the direction of the City Manager coordinating incident management, response, stabilization, Continuity of Operations (COOP)/Continuity of Government (COG), and recovery activities.

Incident objectives are based on the following priorities:

- Life Safety;
- Incident Stabilization;
- Protection of Property; and
- Protection of the Environment

To achieve these priorities, incident personnel implement components of the NIMS<sup>4</sup> including, but not limited to, the use of ICS, in accordance with the guiding principles of flexibility, standardization, and unity of effort.

- *Flexibility* – allows NIMS to be scalable and, therefore, applicable for incidents that vary widely in terms of hazard, geography, demographics, climate, cultural, and organizational authorities.
- *Standardization* – defines standard organizational structures that improve integration and connectivity among jurisdictions to work together effectively and foster cohesion among the various organizations involved and includes common terminology to enable effective communication.
- *Unity of Effort* – coordinating activities among various organizations to achieve common objectives. Unity of effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their own authorities.

The desired outcome of an incident can be described as a “new normal”. The City and community may not be able to return to pre-incident status but should be able to achieve delivery of services, with staff and community members performing their jobs and daily routines. It is the intent of City leadership that the CEMP, and other associated plans, be designed and implemented in a way to support the desired outcome.

## Proclamation of an Emergency

If a circumstance necessitates the utilization of emergency powers granted by applicable State and local legislation, the Emergency Manager, or their designee, may request a Proclamation of Emergency from the City Manager. The Emergency Manager drafts the Proclamation of Emergency in coordination with the City Attorney and delivers it to the City Manager for signature and to be ratified by the City Council<sup>5</sup>. The proclamation will remain in effect until such a time when the City Manager notifies the City Council that the incident has been resolved and the powers provided under the proclamation are no longer necessary to support incident response and or recovery efforts. The City Council will vote to end the proclamation, and subsequently the use of emergency powers by the City for incident management.

When the City proclaims an emergency, the Emergency Manager, or designee, will provide the King County Office of Emergency Management (KCOEM) and the Washington State Emergency

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<sup>4</sup> From the Federal Emergency Management Agency's National Incident Management System Doctrine published October 2017

<sup>5</sup> Per Kirkland Municipal Code 3.20.090.

Management Division (WAEMD) with a copy of the proclamation. The City may request that the County and/or State issue a Proclamation of Emergency on behalf of the City if additional support for incident management is required.

## Whole Community Involvement

The “whole community” refers to a strategy where residents, community leaders, and the local government purposely consider the unique needs of the community and work together to include considerations into planning for, responding to, and recovering from incidents. It is the intent of the City to implement a whole community approach to incident management. The City will endeavor to make every reasonable effort to act within compliance with legislation related to fair and equitable treatment and access to services for all members of the community regardless of a person’s race, skin color, national origin, religion, sex, gender expression or orientation, sexuality, economic status, age, ability, functional needs, or Limited English Proficiency (LEP) status.

Successful implementation of this approach requires engagement with public, private, and non-profit partners. These partners include a wide spectrum of organizations and populations, such as volunteer groups, private businesses, faith and community-based organizations, and the general public. Included in the general public are individuals included in one or more of the following groups - persons with LEP, disabilities, access or functional needs, or people of color (BIPOC).

Kirkland’s commitment is to be inclusive of the whole community is demonstrated through The City of Kirkland Pathway to Transition plan, City Council Resolution 5434: Affirming that Black Lives Matter and Approving the Framework for Kirkland to Become a Safe, Inclusive, and Welcoming Community, as well as compliance with anti-discrimination legislation including, but not limited to, RCW 49.60, Laws Against Discrimination, and Title 44 CFR 205.16, Nondiscrimination.

### *Identification of the Physical, Programmatic, Communications Needs for Individuals with Disabilities and Access / Functional Needs (AFN)*

AFN is a broad term that describes individuals who may be especially vulnerable to or have additional needs during incidents; the determination of access and functional needs may vary depending on the nature and scope of an incident. In general, this grouping includes individuals with disabilities, living in congregate housing or assisted living facilities, elderly community members, children, persons in lower socio-economic classes, people experiencing homelessness, and those with LEP. The City recognizes that various populations may require specialized support during an incident; therefore, the City’s approach to support assesses the wholistic City population to identify needs, and based on finding for a given incident, creating plans to support the whole community, as resources allow.

The City will make every reasonable effort to provide translation services, translated material, and/or access to American Sign Language (ASL) and oral interpretation support for resources and services available to community members to the best of our ability. Additional information and identified translation resources are outlined in the Kirkland LEP Communication Resource Guide.

According to United States Census Bureau estimates from the 2019 American Community Survey, 2,072 Spanish-speaking Kirkland residents identify as speaking English less than “very well”. Spanish is the only language that meets the criteria presented in RCW 38.52, however, the City will endeavor to provide information in other languages besides English and Spanish as resources allow.

Tools that may be leveraged to communicate with the whole community include, but are not limited to: large print materials, interpretation and translation services, braille (if available), technology compliance of websites for translation and accessibility, pre-translated incident materials, pictorial representations of information, in-person assistance, text-to-speech readers, paper and pen/pencil, sign language, or other methods identified at the time of the incident. . Additional information about strategies to support whole community messaging can be found in Emergency Support Function 2: Communications, Information Systems, and Warning and the Kirkland LEP Communication Resource Guide.

#### *Identification of the Essential Needs of Children*

Special considerations and accommodations may be necessary to address the essential needs of children during an incident. Areas of specialized support may include but are not limited to, reunification efforts for children that are or become separated from their parents or guardians, sheltering services or medical care for unaccompanied minors, mental/emotional health concerns, limited communication capabilities, educational sustainment, appropriate nutritional needs, and/or other identified unique aspects of supporting children during an incident.

#### *Identification of the Essential Needs of Household Pets and Service Animals*

City incident management objectives and mass care services incorporate the needs of individuals with trained service animals and/or household pets, as appropriate. Trained service animals, per the ADA, are defined as a dog that has been individually trained to do work or perform tasks for an individual with a disability, the task(s) performed by the dog must be directly related to the person's disability. Trained service animals will be allowed to accompany their handler, consistent with daily ADA compliance. Accommodations for trained serviced animals and pets can be found in Emergency Support Function 6: Mass Care, Housing, and Human Services



## Direction, Control, and Coordination

The City Manager directs and controls incident management and delegates responsibilities to Department Directors or Chiefs and the Emergency Manager. Coordination is done through daily and incident department participation and responsibilities.

### City of Kirkland Organizational Structure

The City of Kirkland operates under a Council-Manager form of government. The City Council is the legislative body; its members are the community's decision-makers. The City Council consists of seven part-time non-partisan members, elected at large every two years to staggered, four-year terms. The Mayor is elected from within the City Council to serve a two-year term. The City Council is supported by the Council-appointed City Manager and several advisory boards and commissions. The City Manager serves as the professional administrator of the City, is responsible for coordinating all day-to-day operations and administration, and serves as the Agency Administrator during incidents.

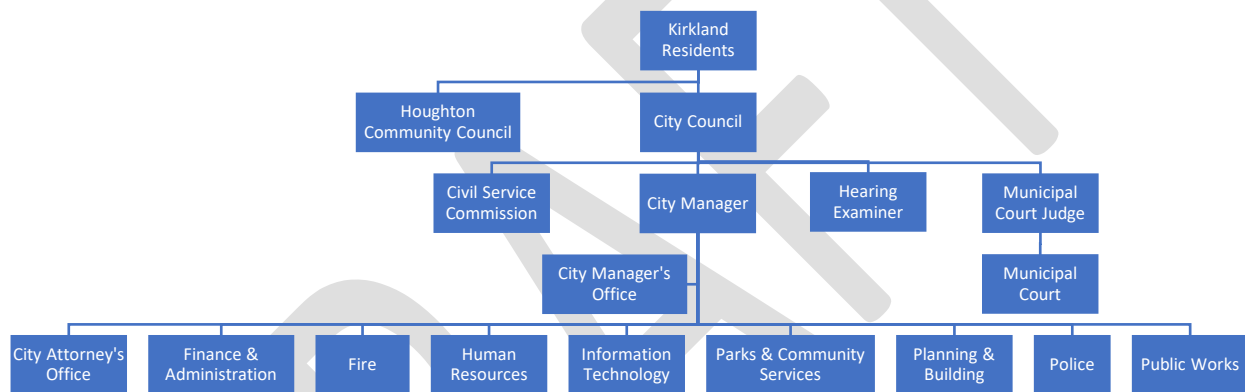


Figure 7 - City of Kirkland Organizational Chart 2021

The City Manager oversees the operation of ten City Departments: the City Manager's Office, City Attorney's Office, Finance & Administration, Fire, Human Resources, Information Technology, Parks & Community Services, Planning & Building, Police, and Public Works (Figure 7). Each department is led by a Director or Chief with a line of succession of at least three staff to support the sustainment of operations during incidents. The Municipal Court Judge is elected to office every four years and oversees the Municipal Court. Although registered voters of Kirkland ultimately elect the City Council, the City strives to serve all Kirkland residents, visitors, and businesses regardless of citizenship or voting status.

The Houghton Community Council consists of seven members, elected every four years from the area formerly designated as the City of Houghton which joined with Kirkland in 1968. This body exercises both advisory and approval authority over matters related to zoning regulations and land use within the Houghton area. This is the only recognized community organization that exercises jurisdictional authority in the City.

## Responsibilities by Department

The following responsibilities relate directly to a department's unique overarching role during incident management, including but not limited to, response to and recovery from an incident. Departments with responsibility for ESF implementation are identified and documented in the specific ESF.

City departments are responsible for providing personnel and equipment in support of preparedness for, mitigation of, response to, and recovery from an incident as directed by the City Manager and as outlined in this CEMP. Incident operations are conducted by City personnel and may be supplemented, as necessary, by volunteers and/or hired workers. During an incident, departments typically maintain control of department resources; however, the City Manager, or their delegate, may direct department resources if needed to achieve incident objectives.

### *City Manager's Office (CMO)*

- The City Manager is responsible for overall City incident management, serves as the Agency Administrator, leads the policy group, issues policy decisions and direction, and is the "voice" of the City during an incident.
- The CMO is responsible for internal and external public information related to City operations and in coordination with the Incident PIO and/or JIC.
- The CMO leads intergovernmental relations and recovery during incidents.

### *City Council*

- The City Council is responsible for adjustments and/or changes to City governance during an incident.
- The City Council ratifies the proclamation of emergency and makes necessary budgetary allocations to support incident management.
- Council members serve as representatives of the City sharing approved incident and agency messaging to support the well-being of the Kirkland community.
- Council members advocate for City support and resource needs from County, State, and/or federal agencies.

### *City Attorney's Office (CAO)*

- The CAO provides legal counsel and direction before, during, and after an incident, including interpretation of federal, state, and county incident directives and/or legislation.
- The CAO reviews and approves all contracts for service and/or supply related to incident management.
- The CAO assists in drafting and obtaining ratification of a proclamation of emergency.

#### *Finance & Administration (F&A)*

- Manages financial operations of the City, including incident financial tracking.
- Coordinates preparation of requests or proposals for budgetary adjustments based on the needs or impacts of an incident and supports the presentation of the request to the City Council for approval.
- Facilitates public assistance and grant distribution, tracking, and/or reimbursement.
- Manages records retention and processes public disclosure requests related to an incident.
- Supports the purchase of materials, supplies, and equipment for incident management.

#### *Fire*

- The Office of Emergency Management facilitates incident management and activation of the EOC.
- Fire Operations coordinates and provides fire, technical rescue, hazmat, inspections, fire investigations, and emergency medical operations related to an incident.

#### *Human Resources (HR)*

- Conducts risk management operations and coordinates insurance claims.
- Monitors incident activities for compliance with safety standards.
- Coordinates the Worker Compensation program.
- Manages employee labor relations, compensation, and benefit administration.
- Coordinates spontaneous volunteer management.
- Manages the hiring process of incident-related workers.
- Assists in the identification of City employee casualties and notification of next of kin.

#### *Information Technology (IT)*

- Oversees operation of the City's information technology assets and programs, including but not limited to, servers, networks, hardware, software, and communications resources.
- Supports City incident management with Geographic Information Services (GIS) mapping capability and application management.
- Supports incident management through digital media, video production, and operation of the Kirkland City Government television channels.

#### *Kirkland Municipal Court*

- Conducts legal proceedings to maintain the obligation of individual rights, as able, dependent on the nature of the incident.
- The probation department monitors conditions of sentencing to support public safety and compliance with court orders during incidents, as able dependent on the nature of the incident.

#### *Parks & Community Services (PCS)*

- Facilitates the Mass Care Workgroup, coordinating mass care services for the Kirkland community, including, coordination with non-profit and partner organizations.
- Supports sustainment of City infrastructure.

### *Planning & Building (P&B)*

- Coordinates and conducts damage assessment/inspection of structures during an incident.
- Performs permit review and enforces development codes pertinent to the incident.

### *Police*

- Conducts law enforcement operations related to the incident, including but not limited to, responding to crimes in progress, traffic control/enforcement, investigations, intelligence gathering, crowd control/management, security assessments, and other incident-specific tasks, as able based on resource availability and the nature of the incident.
- Facilitates corrections operations, including providing for the basic needs of individuals in custody, monitoring home detention, and prisoner transports, as able based on resource availability and the nature of the incident.

### *Public Works (PW)*

- Provides permitting and inspection of repairs and construction in the right of way.
- Coordinates trash, recycling, and compost services in Kirkland.
- Maintains operational capability of City vehicles.
- Maintains City transportation infrastructure including the public-owned right of ways, street and traffic lights, traffic cameras, bridges, and other infrastructure.
- Coordinates delivery and maintenance of City utility services including wastewater collection, potable water distribution, storm and surface water, and coordinate with external utility providers for electric, natural gas, telephone, internet, and cable TV.

## **Key Position Responsibilities**

The City works collaboratively to serve the needs of Kirkland residents and businesses daily and during incidents. The concept of working together in an incident is facilitated through defined roles for City personnel and the Emergency Operations Center (EOC).

### *City Council Member*

The role of a City Council Member in an incident is to ratify the proclamation of emergency, approve incident funding allocations, pass legislation to facilitate incident management, response, and/or recovery, assist in managing public expectations, and advocate for support to the City, as appropriate.

### *City Manager*

The role of the City Manager is to provide overall direction and control for incident management. The City Manager may delegate some or all incident management authorities to the Emergency Manager and/or EOC Manager. The City Manager convenes and leads the Policy Group, coordinates elected official engagement, serves as the Agency Administrator, and requests support and funding from local, federal, state, and county representatives and/or agencies.

### *Policy Group*

The Policy Group includes Department Directors/Chiefs, the Emergency Manager, and incident-specific additions that provide subject matter expertise and guidance to the City Manager for

incident policy level decision making. The Policy Group may include representatives from Council and/or the Municipal Court, if appropriate.

#### *Emergency Manager*

The role of the Emergency Manager (EM), or their designee, is to maintain daily situational awareness of risks or hazards that could affect the City of Kirkland and support City departments responding to incidents or operational disruptions. The EM maintains operational readiness of the EOC, coordinates and facilitates EOC operation, serves as the incident management connection to the Policy Group, and fulfills additional assignments as directed by the City Manager. The EM, serving as the EOC Manager, approves all EOC resource requests as authorized by the City Manager. The EM represents the City during engagement with county, state, and/or federal agencies.

#### *Department Directors/Chiefs*

The role of a Department Director/Chief is to facilitate department level planning, resource allocation, and staff readiness in preparation for known and unknown hazards. During an incident Department Directors/Chiefs lead staff as they fulfill their incident management responsibilities, communicate incident impacts to the EM, City Manager, and department staff, and participate in the Policy Group.

#### *City Attorney*

The role of the City Attorney is to address incident-related legal matters, interpret state and/or federal legislation, orders, and/or proclamations related to an incident, and assist with the development and ratification of the City proclamation of emergency.

#### *City Staff*

City staff may have defined incident duties or assignments or may be tasked with an incident role at the time of need. All staff are expected to have emergency preparedness plans and supplies ready for their households so that they can report to work during incidents as requested.



## Responsibilities by Emergency Management Phase

All City departments share common responsibilities aligned with emergency management phases as part of the implementation of NIMS and incident management. These phases create a continuous holistic cycle of emergency management. (Figure 8).



*Figure 8 - Phases of Emergency Management*

Emergency Management is organized into four phases to facilitate an overall incident management capability. The phases include:

- Mitigation: Mitigate risk by reducing or eliminating hazards, damage, or disruption.
- Preparedness: Prepare for hazards that cannot be prevented or mitigated.
- Response: Respond to incidents.
- Recovery: Recover from incidents to establish a new normal.

### *Mitigation Phase*

Mitigation activities are proactive steps taken to reduce the impact of incidents. Department-specific mitigation strategies are outlined in the City of Kirkland annex to the King County Hazard Mitigation plan. City-wide mitigation activities include:

- Considering resiliency, redundancy, and risk reduction strategies in all projects and operations.
- Establishing a line of succession for key department positions.
- Cross-training staff to fill identified critical COOP positions.
- Maintaining a surplus of basic operational and emergency supplies at City facilities.

### *Preparedness Phase*

Preparedness activities are steps taken to increase the ability to respond when an incident occurs. City-wide preparedness activities include:

- Training staff in their incident-specific roles, including participating in EOC training and exercises.
- Assigning staff representatives to the Emergency Management Action Team (EMAT).
- Developing Standard Operating Procedures (SOPs) and COOP plans intended to reestablish or maintain department operations during an incident, including notification of critical personnel, assessment of damage and resources, and the identification of critical department functions.
- Educating staff on incident procedures and preparedness, including NIMs-mandated training for all benefitted employees.
- Participating in training, drills, and exercises to test department and City emergency plans and procedures.
- Assisting and coordinating in the development of plans, operating procedures, and other guidance to be utilized during an incident.
- Training the department line of succession on their role during incidents.
- Maintaining an updated inventory of key department personnel, facilities, and equipment resources.
- Maintaining current contact information for employees.

### *Response Phase*

Response activities are actions taken to achieve incident stabilization. City-wide response activities include:

- Facilitating incident management and communications across City departments and with partner agencies.
- Staffing the EOC.
- Conducting operational impact assessments and monitoring departmental operational capability for changes.
- Maintaining detailed documentation of response activities including personnel and resource costs.
- Utilizing COOP plans to prioritize the restoration of essential City functions.

### *Recovery Phase*

Recover activities assist the City and/or community in moving to the “new normal” and regaining a level of societal, governmental, and/or commercial activity and stability. The recovery phase may last weeks to years depending on incident impacts. City-wide recovery activities include:

- Establishing City post-incident operational levels.
- Preparing damage assessment information.
- Establishing the Disaster Recovery Team in accordance with the City of Kirkland Disaster Recovery Framework.

## Unity of Effort

It is the policy of the City of Kirkland that incident management activities be conducted in accordance with NIMS as directed by the HSPD – 5, NIMS. NIMS components that Kirkland prioritizes for implementation include ICS, Emergency Operation Centers, and Mutual Aid. The use of NIMS facilitates a standard approach to incident management allowing for inclusion and coordination of internal and external responders to operate in a defined unified organizational structure.

## Multi-Jurisdictional Coordination

During routine operations, the City coordinates emergency management programs with other jurisdictions through peer interaction and joint efforts. In addition, the OEM participates in meetings, workgroups, and projects facilitated by the King County Office of Emergency Management, and/or the Washington State Emergency Management Division.

During an incident, the City coordinates incident management efforts and requests with neighboring jurisdictions and/or partner agencies through mutual aid agreements, the use of Unified Command, and direct verbal or written contact, and/or sharing of situation reports. The City participates in multi-agency coordination groups, at the incident command and/or EOC levels, and regional stakeholder conference calls, often facilitated by the King County Office of Emergency Management and/or the Washington State EMD.

## Emergency Operations Center

The EOC coordinates and supports incident management for the City. This role includes connection with government and non-government local, federal, state, and county agencies. See the City of Kirkland EOC Emergency Operations Plan (EOP) for more information.

The primary functions of the EOC are to support field operations through the coordination and dissemination of incident information, the identification, procurement, and allocation of requested resources, implement COOP/COG, and to provide guidance on incident priorities and policy decisions as provided to and received from the Policy Group. The EOC coordinates City operations and response partners responding to the consequences of an incident, as needed and able. Additionally, the EOC serves as a coordination point for Local, Federal, state, and county support and/or assistance.

Functions of the EOC include:

- Facilitate support and coordination of incident activities.
- Coordinate with departments, agencies, and jurisdictions.
- Facilitate coordination of outside resources.
- Establish and maintain resource management.
- Establish and maintain situational awareness.
- Collect, evaluate, and disseminate incident information.
- Coordinate short-term recovery activities.
- Facilitate and support operational communications.
- Support continuity of operations and continuity of government actions.
- Brief City leadership on incident status.
- Implement policy decisions.

### EOC Organization

The Kirkland EOC is organized as a hybrid of the Incident Command System (Figure 9). The Logistics and Finance functions have been combined into the Resourcing Section in order to streamline those processes.

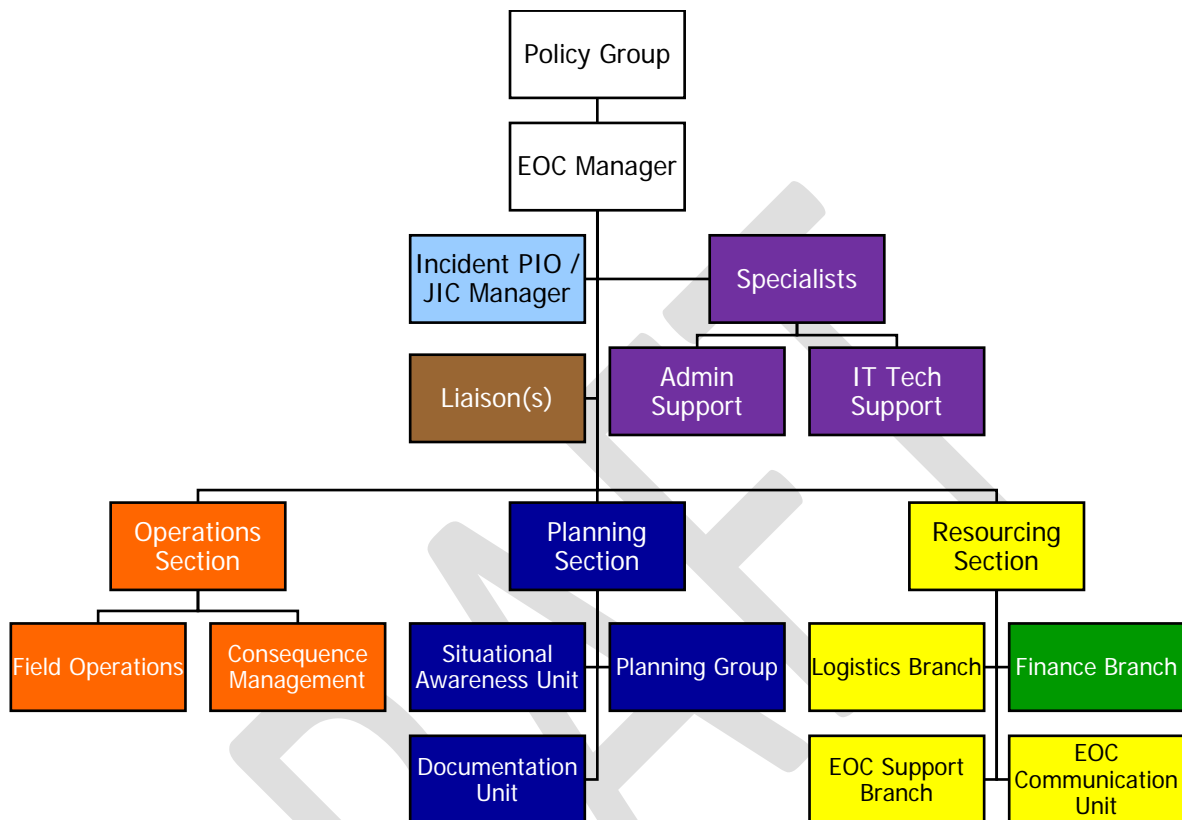


Figure 9 - Kirkland EOC Organizational Chart as of 2021

The Policy Group is comprised of the City Manager, the Emergency Manager, the Department Directors or Chiefs, and incident-specific appointed members, and is responsible for making policy decisions to be implemented by the EOC.



Figure 10 - A panoramic photo of the primary EOC at Kirkland City Hall as seen from the EOC Manager's desk. Taken in March 2021, laid out to accommodate social distancing due to COVID-19.

### Primary/Alternate EOC Location

The primary EOC is located on the lower level of Kirkland City Hall (123 5<sup>th</sup> Ave, Kirkland, WA) (Figure 10).

Alternate EOC locations include the Kirkland Justice Center (11750 NE 118<sup>th</sup> St, Kirkland WA) and Kirkland Fire Station 26 (9930 124<sup>th</sup> Ave NE, Kirkland, WA) (Figure 11). If an alternate location needs to be used, the selection will be made based on incident information.

In addition, the City OEM maintains a limited mobile EOC capability in the OEM response vehicle. The mobile EOC can be established on a scene as an expansion of the Incident Command Post or another location as needed based on available facilities or open space. The mobile EOC is not intended for long-term operations, rather for immediate assessment and initiation of support and/or coordination.

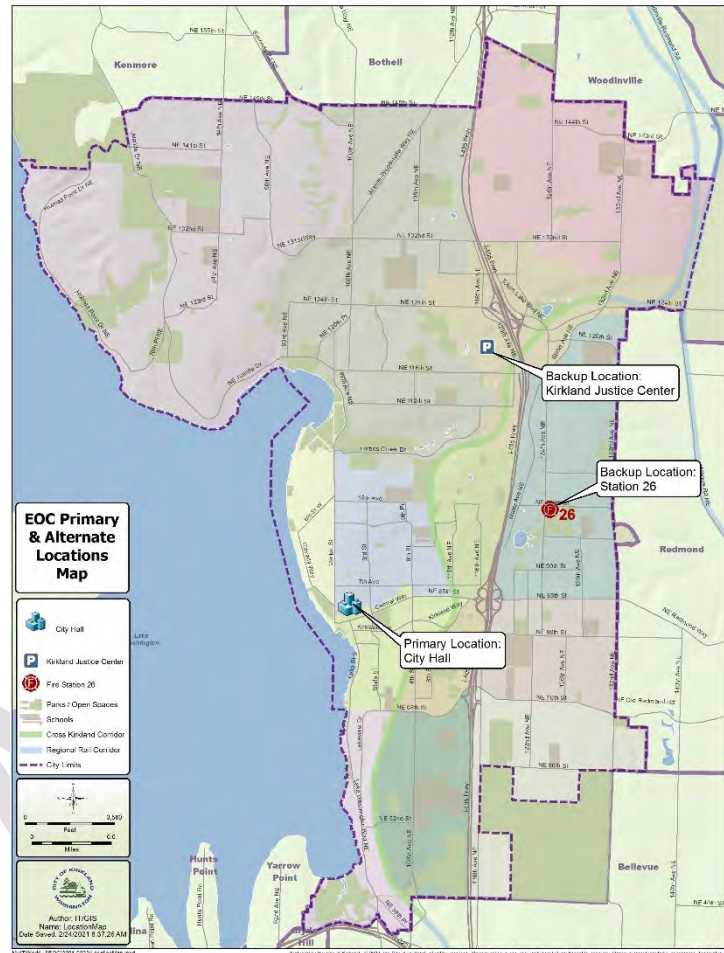


Figure 11 - Map of EOC Primary and Alternate Locations

### EOC Activation

Activation of the EOC is authorized by the City Emergency Manager, City Manager, Fire Chief, Police Chief, or at the request of a Department Director in need of support. The EOC may activate when an Incident Command Post is insufficient to meet the incident management and/or coordination needs of an incident. The EOC may be activated for anticipated disruptions, such as winter weather systems, or for planned events, such as the 4<sup>th</sup> of July.

OEM uses email, phones, and an internet-based notification system to notify EOC staff, City leadership, King County OEM, WA EMD, and local stakeholders of an actual or anticipated EOC activation. For details on the EOC activation process reference the EOC EOP and EOC Opening Procedures. When informing WA EMD of an EOC activation, a State mission number will be requested for incident documentation and tracking purposes.



### EOC Activation Levels

EOC Activation Level		Description
<b>Not Activated</b>	<b>Daily Operations</b>	Normal daily operations including OEM staff monitoring conditions and addressing short-term or narrow-scope requests for assistance, in addition to regular work.
<b>3</b>	<b>OEM Staff Only</b>	OEM staff filling EOC functions. Mainly situational monitoring and maintaining readiness to call in additional staffing if needed. May operate for multiple operational periods but rarely includes 24/7 activities. May be onsite or remote.
<b>2</b>	<b>Partial Activation</b>	Limited EOC staff positions filled and, as needed, incident-specific EOC representatives. May operate for multiple operational periods but rarely includes 24/7 activities. Onsite effort.
<b>1</b>	<b>Full Activation</b>	All or most EOC staff positions filled, including incident-specific representatives. Operations typically occur 24/7 for multiple operational periods with County, State, and/or Federal involvement for response and recovery support. Onsite effort.

Table 2 – Kirkland EOC Activation Levels

### EOC Demobilization

The decision to demobilize the EOC is made by the Emergency Manager in coordination with the City Manager and, if established, field command. The EOC will begin demobilization planning when incident stabilization has been established. The EOC Manager position will be the last of the EOC staff to demobilize verifying that the EOC is at pre-activation operational readiness before closing the facility. Included in closing the EOC is the notification to King County Emergency Management and Washington State Emergency Management Division of the date and time of closure. Demobilization may be a phased process based on incident recovery efforts. Additional information on the process is included in the EOC EOP.

## Information Collection, Analysis, and Dissemination

The City endeavors to maintain situational awareness and distribution of accurate information throughout an incident.

### Information Collection

The EOC collects information to establish and maintain situational awareness, form a common operating picture, and inform incident management objectives and actions.

Under routine operating conditions, the OEM monitors and gathers information as it relates to potential incidents. This information is collected from various sources, including, but not limited to, the following:

- City of Kirkland Departments (ex. road closures)
- NORCOM
- National Weather Service (NWS)
- Washington State Fusion Center (WSFC)
- Neighboring jurisdictions, King County OEM, and WAEMD
- PSE
- Utility Providers
- Digital and broadcast media
- Public reports

During an incident, information collection may expand to include direct reports from an incident command post, review of incident action plans, messaging from response partners, or external situation reports. Incident information informs response planning, allocation of resources, assistance to the community, and advanced planning for response and recovery.

### Information Analysis

Daily situational awareness information is reviewed, verified, and appropriately shared by the Emergency Manager, or their designee.

When the EOC is activated, the Planning Section collects, verifies, and compiles incident information. Information received from trusted official sources will be accepted as verified. All other information will be verified by City staff before accepting it as valid.

EOC staff may obtain classified or sensitive information dependent on the type of incident. Therefore, an 'Intelligence Section' may be established to screen, validate, and address the information as needed.

### Alert and Warning

The City will use routine, established communications and warning systems as much as possible during an incident.

The City may also leverage non-City partners to assist with information dissemination, including contacting NORCOM or the KCOEM to issue wireless emergency alerts.

## Information Dissemination

It is recognized that not all information is appropriate for release to all groups; however, the City endeavors to be inclusive and transparent when possible. The Emergency Manager disseminates appropriate situational awareness information to City departments/leaders and regional partners, primarily by email, with direct phone or face-to-face contact as needed.

When the EOC is activated, the JIC will develop and disseminate incident public messaging via press releases and/or conferences, digital media posts, City TV channel broadcasts, the City website, and other resources as available. Whenever possible, critical safety information will be translated into verbal, electronic, and/or written form for dissemination to the LEP community. The EOC Manager and/or Incident Commander will approve the content of incident messaging before it is disseminated to the public and/or media. See Emergency Support Function 2: Communications, Information Systems, and Warning and Emergency Support Function 15: Public Information and Affairs for details.

The City Communications Manager will coordinate the development and dissemination of the City message to the public related to the consequences of the incident on City operations and/or government. The JIC and Communications Manager will work together to coordinate messaging for consistency and accuracy. See Emergency Support Function 2: Communications, Information Systems, and Warning and Emergency Support Function 15: Public Information and Affairs for details.

City incident management information will be shared in the form of a Situation Report and/or a Consolidated Action Plan both of which include a City-wide approach to incident management documentation. These documents may be shared with field responders, City leadership and staff, and partner agencies, as directed by the EOC Manager. The EOC Planning Section will issue Situation Reports at least once per operational period or at the discretion of the EOC Manager. At a minimum, the Situation Report will be emailed to the Policy Group, KC OEM, and WA State EMD.

The City may issue a 'Snapshot', a short email brief of changing or new incident information, as deemed necessary by the EOC Manager to support ongoing situational awareness in a dynamic incident.

The City may share, forward, or otherwise disseminate partner messaging to assist information flow during an incident; however, the City will direct any inquiries related to the partner information to the partner and/or agency point of contact.

## Communications

### Interoperable Communications Plans

The City relies on a variety of communication systems to facilitate incident response and recovery, including, but not limited to, phones (cell and Voice over Internet Protocol (VoIP)), radios, e-mail including pre-determined distribution lists, and digital media. The City uses a cloud-based system to store and back up files and communications information. The City intends to use routine communications technology to the extent possible during an incident.

The City uses a public safety radio system that is compatible with partner response agencies and public safety answering points, including NORCOM, in King County. The regional public safety radio network is supported by King County IT and NORCOM is the direct provider of incident radio traffic coordination for Kirkland Police and Fire personnel. NORCOM facilitates regional public safety radio transmissions and can “patch” talk groups or individual radios as needed to allow for interoperable communications across agencies.

During an incident, or when routine communications methods are not in service, amateur radio operators may be leveraged as a backup form of communications for City operations. The Kirkland Emergency Communications Team (KECT) is a City volunteer team of licensed amateur radio operators, that provide emergency communications support as requested by the Emergency Manager. Mobile amateur radio equipment is staged at the EOCs, Fire Stations, the Kirkland Justice Center, and the Public Works maintenance center for use at a location of need based on the incident. KECT can contact a variety of amateur radio users including partner jurisdictions and stakeholders, King County OEM, and WA. State EMD as needed.

The primary and alternate EOCs are equipped with redundant communication resources, including telephones, amateur radio, computers for e-mail, digital media access, and discipline-specific software capabilities.

## Community Communications Plans

The City endeavors to provide accurate, timely, and actionable information to the Kirkland community before, during, and after an incident for life-safety and incident stabilization purposes. The City may provide public information in a variety of ways including, but not limited to, the City's website, digital media, newsletters, email, flyers or mailers, reader boards, signs, public safety vehicle public address (PA) systems, and in-person communication (Table 3). The City Communications Manager and the JIC/PIO will coordinate the distribution of City and incident messaging.

Platform	Communication Type				Audience		
	Video	Digital	Print	Verbal	Internal (Staff)	Press	External (Public)
Flyers			X		X		X
Facebook	X	X				X	X
Nextdoor	X	X				X	X
Twitter	X	X				X	X
Instagram	X	X				X	X
YouTube	X	X					X
Websites	X	X			X	X	X
City TV Channel(s)	X						X
Word of Mouth				X	X	X	X
Press Releases		X	X		X	X	X
Newsletter(s)		X					X
Email		X			X		X
Reader Boards		X					X

*Table 3 - City Communication Platforms and Audiences*



In an effort to provide quality communication to City audiences, the following matrix is used to assess messaging for use, content, and clarity (Figure 12).

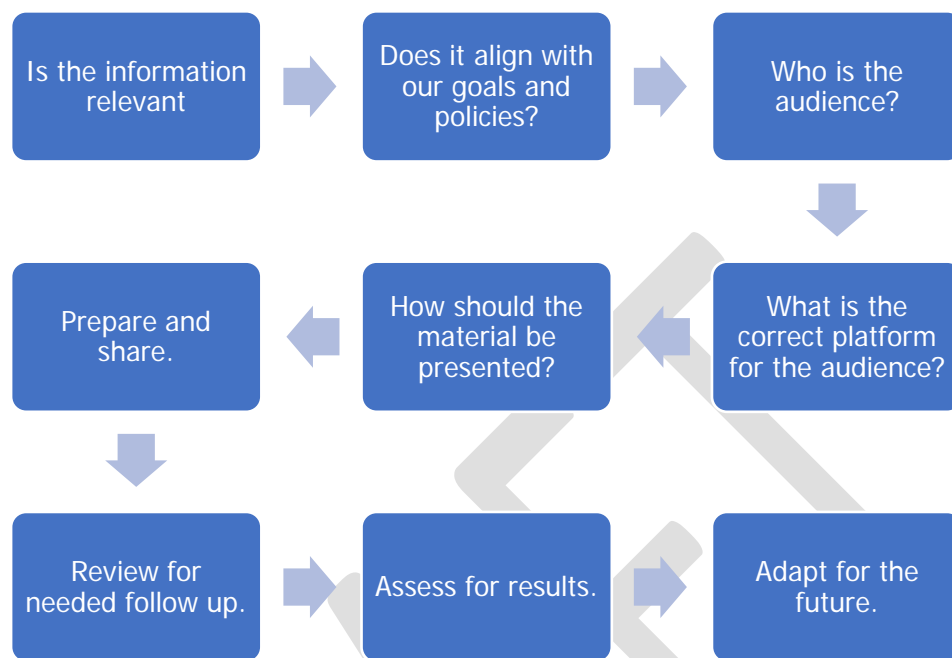


Figure 12 - Process of Delivery of Public Information

## Administration, Finance, and Logistics

### Administration and Documentation

EOC activation related documentation will be maintained and archived for at least 10 years according to the City's archiving policies and in compliance with RCW 40.10.010 regarding the protection of essential records. The EOC Planning Section, with assistance from the City Clerk's Office, is responsible for organizing and maintaining incident documentation. Retention items include physical and electronic EOC documents, maps or visual displays, and incident-related emails. Records of incident operational activities shall be kept in a manner that distinguishes them from day-to-day operational reports, service work requests, and payroll records.

When appropriate, incident reports and expenditure shall be coordinated, and documentation for state and/or federal reimbursement and/or assistance programs shall be prepared and submitted to the appropriate state and federal agencies by the Finance Department with support from OEM.

### Finance

The City will follow routine financial practices whenever possible during incident management; however, approval procedures for expenditures may be modified based on incident needs. Incident-related obligations and expenditures may be incurred in accordance with RCW 38.52.070, RCW 35A.33.080, and RCW 35A.34.140 which outline emergency expenditures. Financial records will be kept in a manner that distinguishes between day-to-day operations and

incident expenses and alternate methods of payment/payroll processing may be established if necessary.

The Resourcing Section coordinates the documentation and reporting of citywide incident financial records leveraging an established resource management process to document incident-related expenses. Pre incident the City Finance and Administration department establishes one or more budget project codes for tracking EOC and department incident-related expenses to facilitate the delivery of actual and projected incident costs to the Emergency Manager and/or City Manager as requested.

Incident-related expenditures may be reimbursed through local, state, and/or federal programs. The City uses the ICS Resource Request Form 213 (213-RR) to document, approve, and track purchases to facilitate cost recovery if the opportunity is presented. Depending on the nature and scope of an incident, the City may qualify for federal disaster relief. There are two primary FEMA grant programs regarding relief; eligibility for both programs is contingent upon having a Presidential Declared Disaster:

- **Public Assistance:** Provides funds to aid communities who are responding to and recovering from an incident that has resulted in a Presidential Disaster Declaration. The program provides temporary emergency assistance to help save lives and protect property, as well as helping to restore community infrastructure that may have been damaged or otherwise disrupted by the federally declared incident.
- **Individual Assistance:** Federal assistance to individuals, families, and businesses. These programs are designed to help meet disaster applicants' needs, which may include disaster housing assistance (temporary housing, repair, replacement, etc.) and other needs assistance including medical, funeral, clean-up, moving, and other expenses.

During response and recovery efforts, departments are responsible for tacking potentially reimbursable incident costs related to emergency actions and damages incurred to public facilities and infrastructure as a result of the incident. If incident impacts are perceived to potentially be eligible for support, the King County OEM sends instructions to the City for completing an official preliminary damage assessment (PDA) worksheet. The PDA is compiled by the Finance Department, acting as the Applicant Agent, with coordination and support from OEM and affected City departments.

## Logistics and Resource Management

City departments facilitate resource management at the department level, until such a point that the operational need exceeds the department's capability and/or supply. This situation initiates contact by the department to the OEM and/or EOC if activated, to request additional resource support. The EM may work directly with the department to provide support, or if the EOC is activated the Resourcing Section will provide resource management, including logistics support, following established resource requesting procedures to the department. Every effort will be made to source necessary resources from City departments, through City mutual aid agreements and contracts, and from City-based commercial providers before seeking support

from other sources. Additional information can be found in Emergency Support Function 7: Logistics Management and Resource Support for additional information.

If the City is unable to meet the resource needs of an incident, the City may request resources and/or support through the KCOEM. Assistance may be requested of neighboring cities according to the Regional Coordination Framework for Disasters and Planned Events for Public and Private Organizations in King County and/or the Washington State Intrastate Mutual Aid System (WAMAS). If KCOEM is unable to support the City's resource request or if out-of-state resources are needed, KCOEM may forward the City's request to WAEMD for assistance and/or the implementation of the Emergency Management Assistance Compact (EMAC).

Incident volunteers will be registered in accordance with WAC 118-04 Emergency Workers Program and City volunteer guidelines.

## **Plan Development and Maintenance**

OEM is responsible for the overall CEMP development and maintenance. To support a collaborative and wholistic planning process, the OEM engages internal and external partners during CEMP reviews and update efforts. In addition to staff participation, the OEM leverages After Action Reports/Improvement Plans to inform development and maintenance of the CEMP and its supporting documents.

### **Emergency Management Action Team (EMAT)**

The OEM coordinates the development and maintenance of the CEMP with input and coordination from the EMAT. The EMAT is composed of the Emergency Manager, the City Attorney, the City Communication Manager, and at least one representative from each City department. The EMAT supports OEM initiatives to help City departments and staff mitigate risk, prepare for, respond to, and recovery from an incident at work or at home.

### **Safety Committee**

The City Safety Committee, facilitated by Human Resources, is composed of department representatives addressing safety concerns, corrections, and initiatives. A representative from OEM participates on the Safety Committee offering subject matter expertise and leveraging the group for staff-level input on emergency management programs and plans.

### **Public Engagement**

Community input to the CEMP is encouraged and typically occurs through public discussions and engagement events. During the 2020 review process, the ongoing COVID-19 pandemic prevented most community engagement opportunities. Portions of the document were provided to specific stakeholders for input through video conferencing. The intent for the next planning process is to be able to host public engagement sessions to facilitate a whole community approach to planning.

### **After Action Reports (AARs)**

After Action Reports (AARs) capture observations and identified gaps during exercises and incidents and assist the City in identifying issues for correction prior to future incidents. The OEM will conduct an After-Action review process following incidents and exercises by inviting

representatives from City departments and involved partner organizations to provide feedback regarding the exercise or incident. The information provided related to what went well and areas for improvement will be incorporated into the AAR and guide the development of recommended improvement actions. Improvements will be integrated into the OEM's CEMP planning and review process as appropriate.

## Planning and Approval Process

The EMAT representatives are responsible for providing input into the CEMP, ESFs, associated annexes, procedures, and department level plans. The OEM facilitates meetings with City staff responsible for CEMP and/or ESF content and provides guidance, templates, and requirements for ESF development.

The OEM reviews and edits submitted CEMP and ESF content to produce a comprehensive draft document. The draft is provided to Department Directors/Chiefs, the City Attorney, the City Manager, and the City Council for review, input, and agreement prior to submission to the WAEMD for review and approval. After State approval, the Emergency Manager presents the State approved CEMP to the City Council for formal adoption.

### *CEMP Maintenance Schedule*

The City completes a formal wholistic CEMP review and update at least every 5 years per the requirements of RCW 38.52; however, the City recognizes that AARs may identify opportunities to update and/or change the CEMP within the 5-year revision process.

Changes to the plan may be administrative (minor edits with limited impact to incident management processes and/or roles and responsibilities) or substantive (significant modifications that change incident management processes and/or roles and responsibilities) in nature. Administrative changes may occur throughout the 5-year revision process and are approved by the Emergency Manager. Substantive changes will be submitted through the full approval process, including to WAEMD and the City Council, regardless of where the CEMP is in the 5-year revision process.

The status of the CEMP in the 5-year revision process as of April 2021 is outlined below (Table 4).

Section	Year Reviewed	Year Updated	Year Approved	Next Review	Next Update
CEMP	2019-2021	2021	2021	2024-2025	2025

*Table 4 – Kirkland CEMP Maintenance Schedule*

## Training and Exercise Program

The City will train and exercise staff regularly to validate plans and improve readiness to prevent, mitigate, respond to, and recover from incidents.

### Training

The OEM provides public outreach and education to train the whole community on emergency preparedness through printed material, the Community Emergency Response Team (CERT) program, public classes, presentations to community and neighborhood groups, hosting forums, staffing booths at public events, and taking advantage of other outreach opportunities as they are presented.

The OEM conducts employee preparedness programs intended to educate employees on personal preparedness at home and work. These programs include new employee orientation, new Director/Chief/Council Member orientation to emergency and incident management, participation in the Great ShakeOut, testing of the employee notification system, and engagement in regional, state, or federal preparedness programs and exercises when appropriate.

The Emergency Manager, in partnership with the City Manager, facilitates and/or conducts an annual training session with City Council Members, and invited participants, on emergency management topics, including but not limited to, City plans, their role in an incident, and crisis communications.

City staff are informed and trained on their responsibilities during an incident upon employment and/or promotion. Including completion of the appropriate level of NIMS courses for their position (Figure 13). At a minimum, all benefitted City staff are required to complete ICS 100 and 700 independent study courses upon employment.

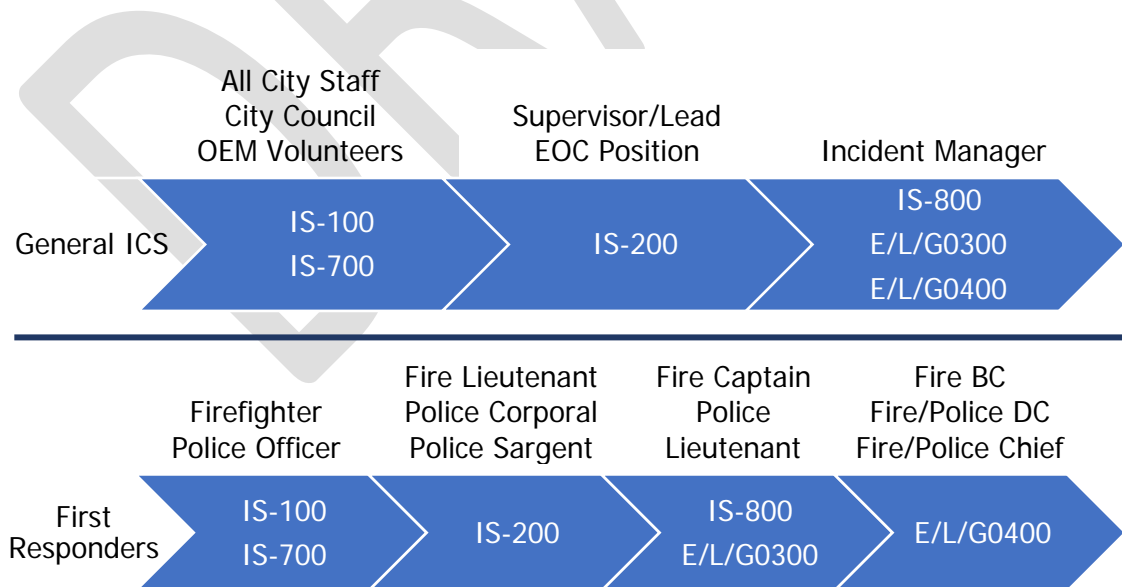


Figure 13 - ICS Training Progression for City Staff

Courses are available through the City's online Learning Management System (LMS) linked to FEMA curriculum and through virtual and/or classroom delivery of upper-level courses. Staff are encouraged to take additional FEMA courses related to their incident roles and responsibilities.

## Exercise

OEM designs, develops, and conducts exercises to test EOC equipment, processes, staff, and Policy Group capabilities. At least one functional EOC exercise occurs annually; except in years when one or more EOC incident activations occur. During years with real-world activations, exercises may be altered or suspended to allow for the implementation of and training on AAR identified improvements. The OEM conducts full-scale exercises for the city staff, the KECT, and as part of the CERT program and may invite City volunteers and/or community members to participate in these exercises by role playing incident survivors, the media, or community members seeking support. Exercises are designed and conducted using Homeland Security Exercise and Evaluation Program (HSEEP) methodology and practices.



## EMERGENCY SUPPORT FUNCTION (ESF)

ESFs provide structure for coordinating incident management based on a function and groups departments and/or agencies together to support specific incident actions.

ESFs are staffed based on the nature, size, needs, and complexity of an incident as determined by the Emergency Manager and/or EOC Manager.

ESFs have a Lead Agency and multiple Support Agencies. The Lead Agency is the City Department that is primarily responsible for coordinating the ESF mission area (Table 5). Support Agencies possess specific capabilities and/or resources that provide support to the mission of the ESF.

ESF	Lead Department
Emergency Support Function 1: Transportation	Public Works
Emergency Support Function 2: Communications, Information Systems, and Warning	Office of Emergency Management
Emergency Support Function 3: Public Works and Engineering	Public Works Department
Emergency Support Function 4: Fire Protection	Fire
Emergency Support Function 5: Emergency Management	Office of Emergency Management
Emergency Support Function 6: Mass Care, Housing, and Human Services	Parks & Community Services
Emergency Support Function 7: Logistics Management and Resource Support	Office of Emergency Management
Emergency Support Function 8: Public Health and Medical Services	Fire
Emergency Support Function 9: Search and Rescue	Police
Emergency Support Function 10: Hazardous Materials	Fire
Emergency Support Function 11: Agriculture and Natural Resources	Parks & Community Services

ESF	Lead Department
Emergency Support Function 12: Energy and Utilities	Public Works
Emergency Support Function 13: Law Enforcement	Police
Emergency Support Function 14: Short and Long-Term Community Recovery	City Manager's Office
Emergency Support Function 15: Public Information and Affairs	City Manager's Office

*Table 5 - ESF Responsibility Matrix by City Department*

## ESF Scope

The following table provides the ESF scope of responsibilities aligned with the 32 Core Capabilities identified in the FEMA National Preparedness Goal (Table 6).

ESF	Scope of Responsibilities	Key Response Core Capability
Emergency Support Function 1: Transportation	<ul style="list-style-type: none"> <li>Situational awareness for right-of-way, aviation, and marine systems</li> <li>Transportation safety</li> <li>Damage and impact assessment/restoration/recovery of City transportation infrastructure</li> <li>Movement restrictions</li> </ul>	Critical Transportation
Emergency Support Function 2: Communications, Information Systems, and Warning	<ul style="list-style-type: none"> <li>Coordination with telecommunications and information technology</li> <li>Coordination with cyber systems</li> <li>Restoration and repair of communications infrastructure</li> <li>Protection, restoration, and sustainment of cyber systems and information technology resources</li> <li>Oversight of communications within the incident management and response structures.</li> </ul>	Operational Communications
Emergency Support Function 3: Public Works and Engineering	<ul style="list-style-type: none"> <li>Infrastructure protection and emergency repair</li> <li>Infrastructure restoration</li> <li>Engineering services and construction management</li> <li>Debris removal and disposal coordination</li> </ul>	Infrastructure Systems
Emergency Support Function 4: Fire Protection	<ul style="list-style-type: none"> <li>Coordination of firefighting activities</li> <li>Fire mobilization</li> </ul>	Fire Management and Suppression
Emergency Support Function 5: Emergency Management	<ul style="list-style-type: none"> <li>Coordination of incident management and response efforts</li> <li>Incident action planning</li> <li>Operation of the EOC</li> </ul>	Operational Coordination; Situational Assessment: Planning

ESF	Scope of Responsibilities	Key Response Core Capability
Emergency Support Function 6: Mass Care, Housing, and Human Services	<ul style="list-style-type: none"> <li>• Mass care</li> <li>• Emergency assistance</li> <li>• Temporary sheltering and intermediate disaster housing</li> <li>• Human services</li> <li>• Behavioral health services</li> <li>• Service animals and pets</li> <li>• LEP services</li> </ul>	Mass Care Services
Emergency Support Function 7: Logistics Management and Resource Support	<ul style="list-style-type: none"> <li>• Comprehensive incident logistics planning, management, and sustainment capability</li> <li>• Resource support (facility space, office equipment, supplies, contracting services, etc.)</li> </ul>	Logistics and Supply Chain Management; Operational Communications
Emergency Support Function 8: Public Health and Medical Services	<ul style="list-style-type: none"> <li>• Prevent and limit the spread of illness and injury</li> <li>• Support healthcare and medical response</li> <li>• Mass fatality management</li> <li>• Provide Emergency Medical Services (EMS) during incidents</li> <li>• Response to environmental health and safety threats including food, air, and water quality problems</li> </ul>	Public Health, Healthcare and Emergency Medical Services; Fatality Management Services; Environmental Response/Health and Safety; Logistics and Supply Chain Management
Emergency Support Function 9: Search and Rescue	<ul style="list-style-type: none"> <li>• Live-saving assistance</li> <li>• Search and rescue operations (air, land, water, urban, technical rescue)</li> </ul>	Mass Search and Rescue Operations
Emergency Support Function 10: Hazardous Materials	<ul style="list-style-type: none"> <li>• Oil and hazardous materials (chemical, biological, radiological, etc.) response</li> <li>• Environmental short and long-term cleanup</li> </ul>	Environmental Response/Health and Safety; Critical Transportation; Infrastructure Systems

ESF	Scope of Responsibilities	Key Response Core Capability
Emergency Support Function 11: Agriculture and Natural Resources	<ul style="list-style-type: none"> <li>• Nutrition assistance</li> <li>• Animal and plant disease and pest responses</li> <li>• Food safety and security</li> <li>• Natural and cultural resources and historic properties protection and preservation</li> <li>• Safety and well-being of pets and service animals</li> </ul>	Environmental Response/Health and Safety; Mass Care Services; Public Health, Healthcare and Emergency Medical Services; Critical Transportation, Logistics and Supply Chain Management; Infrastructure Systems
Emergency Support Function 12: Energy and Utilities	<ul style="list-style-type: none"> <li>• Energy infrastructure assessment, repair, and restoration</li> <li>• Energy industry utility coordination</li> <li>• Energy supply monitoring</li> </ul>	Infrastructure Systems; Logistics and Supply Chain Management; Situational Assessment
Emergency Support Function 13: Law Enforcement	<ul style="list-style-type: none"> <li>• Facility and resource security</li> <li>• Security planning and technical resource assistance</li> <li>• Public safety and security support</li> <li>• Support to access, traffic, and crowd control</li> </ul>	On-Scene Security and Protection; Access Control and Identity Verification; Physical Protective Measures
Emergency Support Function 14: Short and Long-Term Community Recovery	<ul style="list-style-type: none"> <li>• Social and economic community impact assessment</li> <li>• Long-term community recovery assistance to states, local governments, and the private sector</li> <li>• Analysis and review of mitigation program implementation</li> </ul>	Economic Recovery; Health and Social Services; Housing; Natural and Cultural Resources
Emergency Support Function 15: Public Information and Affairs	<ul style="list-style-type: none"> <li>• Emergency public information and protective action guidance</li> <li>• Media and community relations</li> <li>• Outreach to the whole community (LEP, AFN, ADA, culturally diverse populations)</li> </ul>	Public Information and Warning

Table 6 - ESFs and Core Capabilities from the National Response Framework

# EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

## Lead Agency

Kirkland Public Works (PW)

## Support Agencies

Kirkland Parks & Community Service (PCS)

Kirkland Police Department (PD)

Kirkland Fire Department

Public Transit Utilities

King County Department of Transportation

Puget Sound Energy (PSE)

Washington State Department of Transportation (WSDOT)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 1 is to describe the coordination of City roads, traffic signals, signage, sidewalks, bridges, Intelligent Transportation Systems (ITS), streetlights, storm drainage, and City-owned parking lots during incidents.

### Scope

This ESF addresses City transportation infrastructure capability and assets to maintain ingress, egress, and movement of resources during and following an incident.

## Policies

The City of Kirkland Transportation Master Plan outlines overall City policies regarding transportation infrastructure.

The Kirkland Snow and Ice Response Plan outlines policies and practices during inclement weather.

Revised Code of Washington (RCW) Chapters 35.68 through 35.73 directs policies for City streets, sidewalks, and other transportation infrastructure.

RCW Title 47 directs policies for public highways and transportation, including establishing policies for the planning, maintenance, and recovery of I-405 that is located within the City and is under the jurisdiction of WSDOT, as summarized in the City Streets as Part of State Highways Guidelines (2013).

Washington Administrative Code (WAC) 468-18-050 outlines policies on the construction, improvement, and maintenance of intersections of state highways and city streets.



## Situation

### Incident Conditions and Hazards

Incidents may cause a disruption to the use of the transportation system in Kirkland hindering access to certain areas of the City and creating significant delays in the transport of emergency supplies, services, and equipment. Specific hazards of note that may affect transportation infrastructure include, but are not limited to, direct damage from earthquakes, debris or damage from severe weather, power failure, and flooded roads or urban flooding.

Surface – Damage to the City's surface infrastructure is the most likely risk to the City's transportation system. The City has an extended network of surface transportation infrastructure, and disruption to part or all of this system may pose a risk to loss of life, and/or the ability to effectively transport supplies or personnel in the City. An earthquake or other land movement incident in particular poses a significant threat of damage to surface transportation infrastructure. Severe weather incidents may cause direct damage to surface transportation infrastructure, unsafe travel conditions, or the accumulation of debris.

Aviation – The City has limited aviation risk. There are no land-based airplane runways in the City limits; however, the City does have at least one commercial seaplane landing path and the potential for multiple private marine aircraft landing areas. This situation poses the risk for a small plane crash, which could include damage to structures, fire, loss of life, property damage, hazardous materials spills, or environmental damage or destruction.

Maritime – The City borders Lake Washington which creates risk for water transportation incidents, including but not limited to hazardous materials spill, craft fires, crashes, sinking, or environmental destruction.

Pipeline – A small portion of the Olympic Pipeline crosses into the City; however, this line does not cross roadways or interact with the City's transportation system. A rupture, explosion, or fire on the line could cause localized traffic disruptions, but no direct damage to the transportation network.

Railroad – The City of Kirkland does not include a railroad system; thus this is not a risk.

### Planning Assumptions

- Transportation infrastructure in and around the City of Kirkland may sustain damage and/or experience severe disruption or traffic congestion in an emergency due to the terrain, soil types, presence of water bodies, aging infrastructure, and a limited street grid system which may impact the effectiveness and efficiency of response and recovery activities that are dependent on the transportation system.
- The public will not be familiar with multiple alternate transportation routes, resulting in blocked and crowded roadways.
- An incident response that requires transportation capacity may be difficult to coordinate immediately following an incident.
- The City will make every effort to maintain accessible streets during and following an incident.
- The requirement for transportation capacity during the immediate life safety response phase of an incident may exceed the ability of City assets and infrastructure.

- When local infrastructure systems have been severely disabled, the responsible parties (adjacent Cities, the County, and/or the State) will act to restore transportation systems and equipment.
- Metro Transit, Sound Transit, and local school districts may, subject to the conditions of the incident and availability of operators and equipment, support incident operations with buses, vans, or other transportation resources upon request of the City.
- Acts of terrorism may destroy or disrupt transportation capability for extended periods of time.
- Closure of one lifeline route can cause major gridlock and traffic disruptions throughout the City.
- A closure of I-405 may create a significant surge and demand on the City's transportation assets.
- Access to an incident area will be dependent upon available transportation routes, public safety, and/or utility networks and services.
- Restoration of power or delivery of mass care may be dependent on the restoration of transportation infrastructure.
- Previously inspected transportation infrastructure may require re-evaluation if subsequent cascading incidents occur after the initial incident.

## Concept of Operations

### General

Primary emphasis and resource commitment will be placed on clearing and maintaining arterials and debris removal and roadway restoration to allow for life safety and transport of essential resources. Secondary emphasis will be to clear/repair local streets to support the resumption of business and transportation in the City.

PW monitors the status and reports of damage to the transportation system in the City. The City maintains City-owned traffic signals, street lights, and other traffic devices (See attachment Figure 14) focusing on priority routes. Most street lights in Kirkland are maintained by PSE. WSDOT maintains and operates traffic signals at the intersections of city streets and freeway interchanges.

PW maintains on-call standby staff who are the primary point of contact for after-hours for ESF-related incident response. Standby staff utilizes the PW Standby Manual to assess situations and activate additional support or response, as needed.

The PCS Department maintains parking lots, pedestrian trails, and bicycle routes, at City facilities and parks including maintaining clear right-of-way access for fire response vehicles at Fire Stations.

PW publishes an annual Snow and Ice Response Plan which documents the prioritization of street clearing during winter weather and will inform priorities for other incidents as appropriate. The priorities are updated through feedback from the community, Police, Fire, and schools.

Damage or debris that inhibits safety or traffic flow along priority corridors will be addressed first (removed and/or moved to eliminate impact).

Depending on the nature of the incident, City staff may utilize specialized equipment (backhoes, dump trucks, snowplows, aerial lift trucks, portable generators) to manage incident impacts.

## Organization

Public Works is the lead agency for coordinating transportation-related response and recovery activities within the City of Kirkland. Staff at the Public Works Maintenance Center (PWMC) will organize and dispatch field crews. During activation of the Emergency Operations Center (EOC), PW management staff assigned to the EOC will coordinate operations with the PWMC.

Generally, the areas of responsibility for transportation infrastructure response efforts between PW and PCS are as follows:

**Public Works:** Field crews are responsible for response activities within the public rights-of-way (streets, pedestrian overpass bridges, Cross Kirkland Corridor (CKC), trails, some public staircases connected to parking lots, and sidewalks adjacent to Park Lane or the Park Lane parking lot). Field crews may be drawn from Streets & Public Grounds, Water, Sewer, and/or Storm Divisions.

**Fleet Division:** The Fleet Division is responsible for the setup, maintenance, and repair of vehicles and equipment including the emergency generator at the Fuel Station during power outages.

**Parks & Community Services:** PCS is responsible for transportation-related activities around the exterior of all public buildings and facilities including driveways, parking facilities, and walkways. Included are the parking lots, driveways, and walkways at the Fire Stations, City Hall, Kirkland Justice Center, Maintenance Center, the Senior Center, North Kirkland Community Center (NKCC), and other City facilities as necessary.

## Procedures

The Public Works department maintains a weekly rotation of Standby Managers who serve as the primary point of contact for after-hours incidents requiring an emergency response. The Standby Manager coordinates calling in additional street crews, reporting information, initial contact to partner utility providers and agencies, and escalating incidents as necessary per the Public Works Standby Manual.

PW staff verifies streetlight operational status on a monthly basis repairing any City owned assets and notifying PSE, by phone, of any issues or outages with their equipment. In addition, KPD, KFD, City staff or the public may report damaged or dark streetlights by email or phone.

PW staff receive notification of traffic signal outages and/or damage to street signs, by phone, email, and through the City's public outage reporting website. Staff are dispatched, by management, to reported locations to assess, repair, or restore traffic signals, traffic cameras, streetlights, and/or other traffic control related infrastructure. Priority for response and restoration is given to high traffic routes and key intersections. Response efforts may include, but are not limited to, placement of temporary stop signs, establishing a detour route, or manually controlling traffic flow by KPD resources.

The initiation of response procedures is determined by the PW Director and/or Deputy Director. When standby staff becomes aware of an actual or potential incident, they will call in crews as needed for response and repair, and make notifications to department leadership, City leadership, and OEM by email or phone as the situation dictates.

PW monitors weather conditions and maintains a mailing list of pre-identified staff to be notified via email when forecasted weather may result in damage to or disruption of transportation infrastructure.

For transportation incidents that may give advance warning, the PW Director will determine when crews and equipment are to be pre-activated for a response and will notify department leadership via phone, email, or in-person for instructions to be disseminated to staff.

For incidents requiring 24-hour operations, staff schedules may be adjusted. For incidents that are anticipated to be short-term, PW Operations Maintenance staff will transition to 12-hour shifts. For anticipated longer incidents, staff may be assigned to 8-hour shifts to reduce staff fatigue. Staffing is assigned each shift, with specific task and equipment assignments, at the discretion of PW leadership.

For periods of extended freezing or high winds that may cause damage to or block City right of ways, PW will assign a small crew with a leader to perform de-icing, flood response, and/or windstorm cleanup, as needed.

The City coordinates strategies for response and recovery with private transportation providers and partners through phone calls, emails, and/or providing partner representatives with a seat in the EOC or associated workgroup.

### Mitigation Activities

- Monitor City street pavement conditions and make repairs as necessary.
- Conduct bridge inspections.
- Pursue mitigation grant funds to supplement City funds to perform seismic retrofit projects.
- Maintain an inventory of parts and tools for use in making emergency repairs to equipment and vehicles.
- Coordinate operational strategies with other City departments, WSDOT, Washington State Patrol (WSP), King County Department of Transportation Road Services Division, Sound Transit, King County Metro, and adjacent city public works departments to establish an integrated and effective transportation system.
- Maintain vehicles and equipment per recommended preventative maintenance schedules.
- Install and maintain the infrared Opticom systems on traffic signals to provide for emergency vehicle signal pre-emption.
- Build out alternate transportation pathways and methods for non-motorized resources including bicycles, pedestrians, and watercraft.
- Apply de-icing chemicals to identified priority roads to reduce ice bonding onto street surfaces.
- Maintain an inventory of equipment (signs, barricades, paint, etc.) that is readily available to be used to respond to road closures, detour route marking, or evacuation.
- Purchase equipment, vehicles, and supplies to perform incident operations.

## Preparedness Activities

- Pre-stage signage for frequently closed streets in anticipation of inclement weather.
- Establish resource availability and staff schedules when an incident is anticipated.
- Annually update snow/ice/debris removal priority routes.
- Transition vehicles between summer and winter operational capability each Spring and Fall.
- Pre-determine shift schedules and staffing for extended incidents requiring a 24-hour response.
- Monitor road/transportation system status through internal, private, and public reporting capabilities.
- Educate businesses and residents on maintaining sidewalks and drains in front of their business or dwelling.

## Response Activities

- Activate the Transportation Management Center (TMC) to monitor traffic patterns and facilitate traffic flow using remote traffic signal controls.
- Perform operational assessments of City-owned transportation system components.
- Coordinate the mobilization and dispatch of personnel and equipment to support transportation response efforts (plowing, tree removal, pavement repair, flooding resolution).
- Coordinate response with external agencies or jurisdictions.
- Coordinate road closures, make notification of closures to the EOC and City Communications, and determine when streets are safe to reopen.
- Manage debris clearance and removal on City streets.

## Recovery Activities

- Perform assessments and consolidate a list of damaged transportation infrastructure and estimated restoration requirements.
- Restock/replace equipment as needed, and resources are available.
- Facilitate restoration of City transportation system efforts during short-term and long-term recovery efforts.
- Coordinate departments or private contractors as necessary to perform the repair and restoration of City-owned facilities and support the repair of transportation infrastructure owned by other agencies within Kirkland.
- Coordinate recovery strategies with WSDOT, Washington State Patrol, King County Department of Transportation – Road Services, and adjacent city agencies to support an integrated approach to system restoration.

# Responsibilities

## Lead Agency – Public Works

- Coordinate assessment of damage to the transportation system.
- Maintain inventory and place signs, barricades, and traffic control devices, as needed, to implement detours and/or road closures to promote orderly traffic flow.
- Notify City departments, the EOC, and appropriate external stakeholders of road closures and detours.
- Remove debris from roadways and/or right of ways based on incident priorities and available resources.
- Conduct repair activities to City transportation infrastructure; oversee the contracting of repair if accomplished through outside services.
- Reopen streets when directed to do so.
- Monitor City-owned traffic cameras for traffic patterns and issues and respond to reports of damage.
- Respond to reports of roadway hazards, obstructions, and/or flooding.
- Maintain traffic signals and streetlights and respond to reported outages and/or damage.
- Maintain public sidewalks, paths, and trails in the City.
- Maintain a list of vehicles owned by the City (buses, vans, etc.).
- Clear vegetation, trees, or tree debris in the right-of-way, if the material is not within 12 feet of a power line.
- Conduct seasonal mowing in areas adjacent to the right-of-way.
- Sweep City-owned roadways.
- Respond to snow and ice incidents.

## Support Agencies

### *Kirkland Parks & Community Services – Maintenance Division*

- Conduct debris, snow, and/or ice removal at City facilities.
- Assist with debris clearing or removal in the public right-of-way.
- Provide a location for debris removal/storage if needed.

### *Kirkland Police Department*

- Assist with assessment and reporting of transportation infrastructure failure of damage.
- Assist in implementing street closures and/or detours.
- Provide support for traffic management, including intersection flow control and attending and/or monitoring street closures, as resources allow.
- Coordinate private/public vehicle removal from priority snow removal routes.

### *Kirkland Fire Department*

- Assist with assessment and reporting of transportation infrastructure failure of damage.
- Assist in implementing street closures and/or detours.

### *Public Transit Agencies*

- Implement the use of alternate transportation routes.
- Remove stranded/disabled vehicles, buses and/or vans, from streets.
- Coordinate community outreach regarding transit operations.



#### *King County Department of Transportation (KCDOT)*

- Conduct damage assessment of King County transportation infrastructure and share situational awareness or potential impacts with the City.
- Respond to reports of damage to County transportation infrastructure.

#### *Puget Sound Energy (PSE)*

- Maintain PSE-owned streetlights in the right-of-way.
- Respond to reports of power outages that may impact streetlights, traffic signals, or otherwise impact the right-of-way or traffic flow.

#### *Washington State Department of Transportation (WSDOT)*

- Manage I-405 including on and off-ramps and overpasses.
- Notify the City of street system deficiencies or needs for closure as a result of WSDOT and/or WSP activities.

## **Resource Requirements**

Resource needs may include vehicles for moving the public and/or resources; and equipment, supplies, or operators to support incident management.

## **References**

City of Kirkland Transportation Master Plan (2015)

City of Kirkland Snow and Ice Response Plan, updated annually

WSDOT City Streets as Part of State Highways Guidelines (2013)

RCW Chapters 35.68 through 35.73

Title 47 RCW – Public Highways and Transportation

WAC 468-18 – City/County Project Coordination

## Attachments

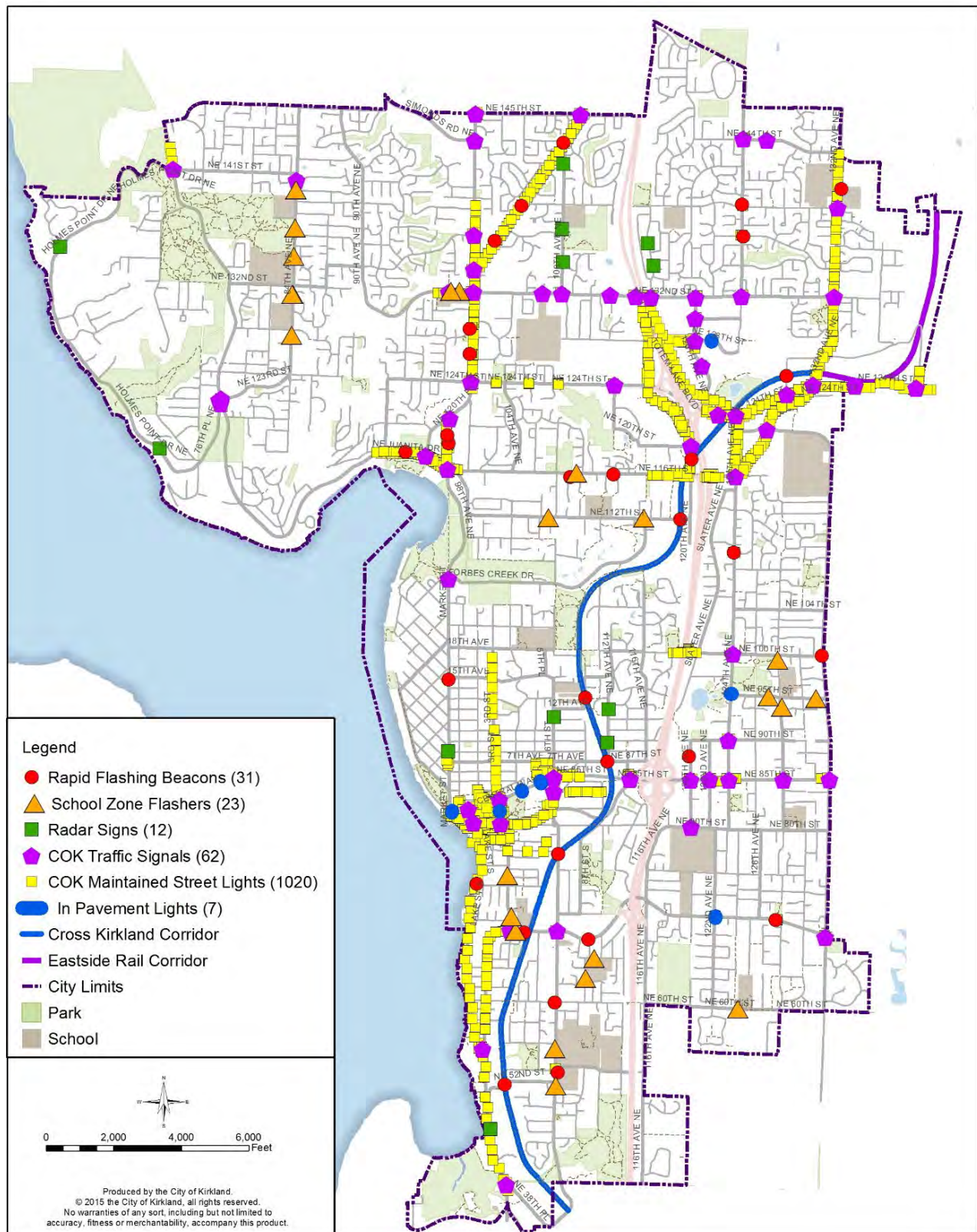


Figure 14 - Traffic Signals and Other Devices Maintained by the City of Kirkland



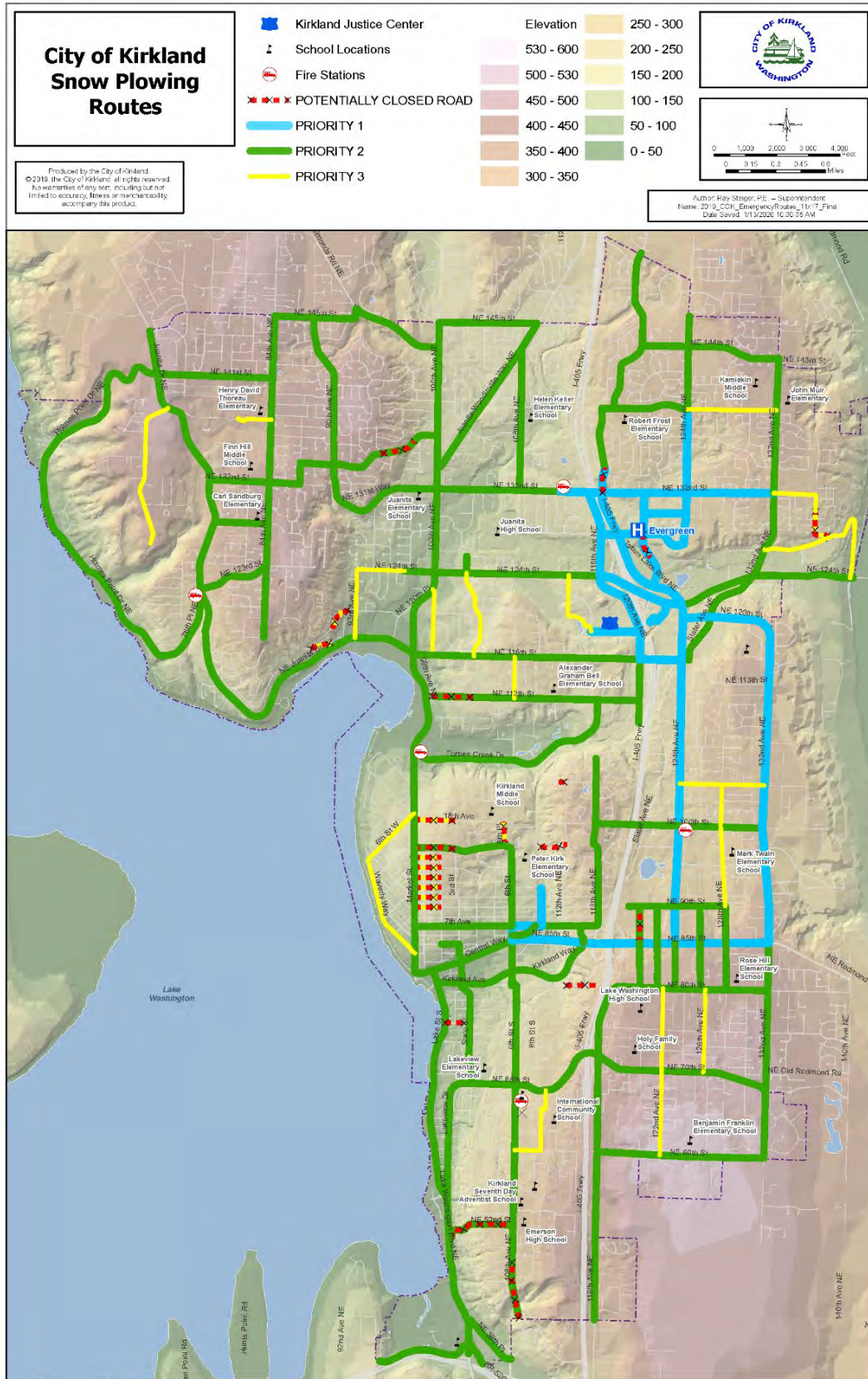


Figure 15 - Kirkland Snow Plow Prioritization Map

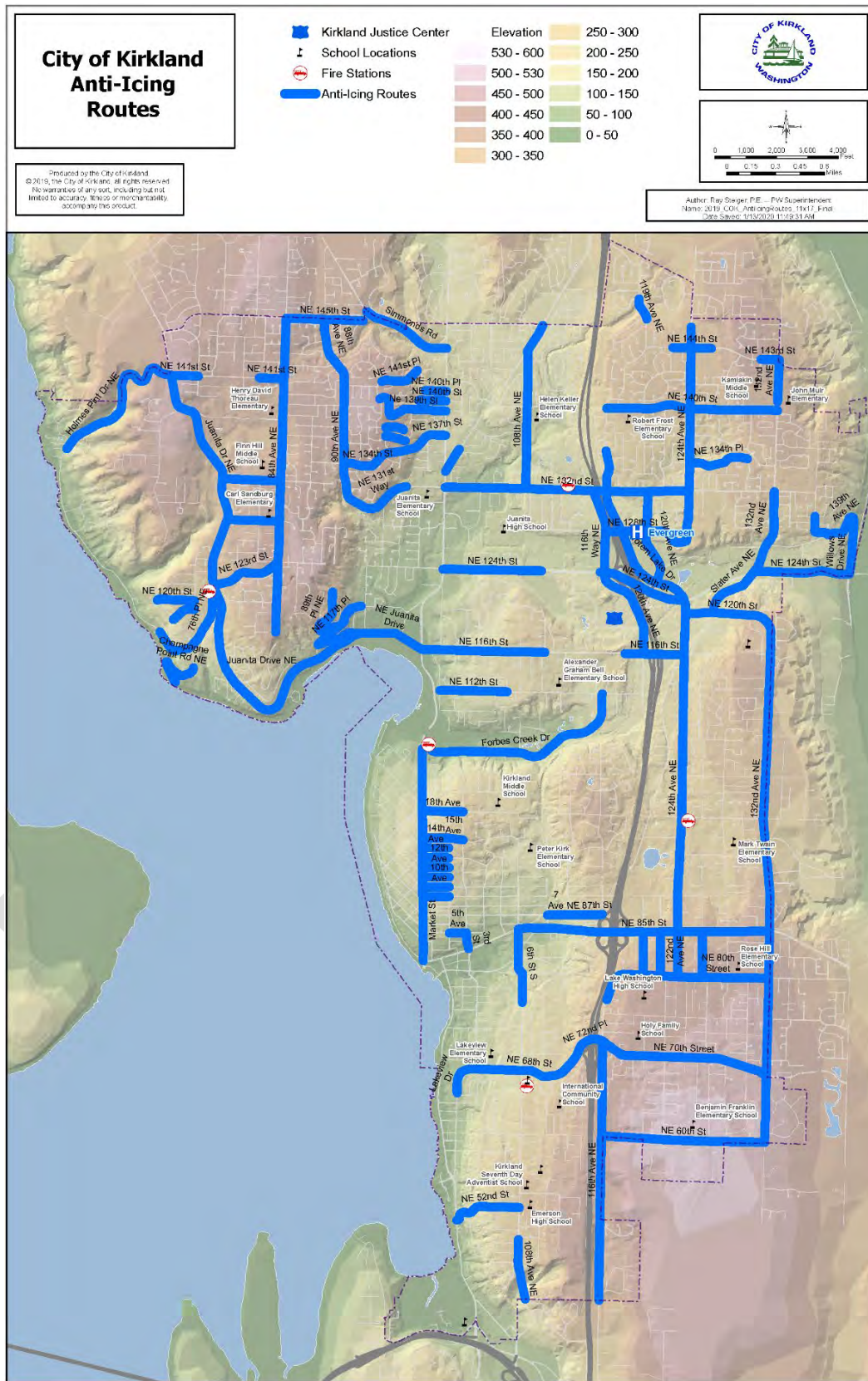


Figure 16 - Kirkland Anti-Icing Routes Map



## EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS, INFORMATION SYSTEMS, AND WARNING

### Lead Agency

Kirkland Office of Emergency Management (OEM)

### Support Agencies

Kirkland Information Technology (IT) Department

Kirkland City Manager's Office (CMO)

King County Office of Emergency Management (KCOEM)

North East King County Regional Public Safety Communication Agency (NORCOM)

Washington State Military Department Emergency Management Division (WAEMD)

Contracted Translation Services

Telecommunication providers

Internet providers

Washington State Fusion Center

National Weather Service

### Introduction

#### Purpose

The purpose of Emergency Support Function (ESF) 2 is to describe the coordination of communications, information systems, and warning particularly related to emergency messaging for the City of Kirkland incidents.

#### Scope

This ESF addresses communication and warning assets available to the City, including, but not limited to, voice and data links, telephone and cellular systems, 911, the National Warning System (NAWAS), the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the Integrated Public Alert & Warning System (IPAWS), National Oceanic and Atmospheric Administration (NOAA) weather radios, amateur radio, the Puget Sound Emergency Radio Network (PSERN), municipal television channels, technology notification programs, internet resources, or reader boards.

This ESF describes the City's communication infrastructure systems and operational coordination with communication service providers to establish and maintain communications and warning support in preparation for, response to, and recovery from an incident that affects Kirkland community members and/or government operations. It also addresses special considerations for communicating with segments of the population with Limited English Proficiency (LEP) and those with access or functional needs.

## Policies

City of Kirkland Administrative Policy Manual (APM) Policy 2-2, Media Relations, outlines policies for interacting and sharing information with media.

APM Policy 2-3, Electronic Reader Board Signs Content and Usage, outlines the use of reader boards to communicate with the public during incidents.

Revised Code of Washington (RCW) 38.52 directs the requirements for LEP public notices regarding public health, safety, and welfare to be provided in languages identified as the primary spoken dialect by 5% of the City's population, or by 1,000 residents, whichever is less. For Kirkland this includes Spanish.

Presidential Executive Order 13166 directs requirements for access to services for persons with LEP to access in a meaningful way.

Per RCW 13.60, the Washington State Patrol (WSP) is responsible for issuing America's Missing Broadcast Emergency Response (AMBER) alerts, Endangered Missing Persons Advisories, and Silver Alerts.

The Americans with Disabilities Act (ADA) outlines policies for effective communications with people who have vision, hearing, or speech disabilities who may use different ways to communicate.

## Situation

### Incident Conditions and Hazards

There are a variety of incidents that could negatively impact communication capabilities in Kirkland. These may include damage to communications infrastructure that causes communications systems to fail or operate at a reduced capacity, radio interruptions due to structural material, severe weather interference, power outages, electromagnetic disturbances to radio frequencies or power line transmissions, or general equipment failure or damage.

There are technological risks that could impact communications capabilities, such as network outages or cyber-attack.

Additionally, during or after an incident, there may be a significant increase in communications volume as people attempt to seek help, check-in with loved ones, and get information about the incident. A sudden surge in call or message volume may temporarily overwhelm service capacity and cause difficulties communicating.

### Planning Assumptions

- The City will attempt to leverage as many communications and warning systems as appropriate during an incident.
- Routine day-to-day communications methods will be utilized to the extent possible.
- Communications infrastructure may be damaged or overwhelmed, resulting in reduced communications capabilities within the City, with external partners, and with community members.
- The availability of communication resources may be directly related to the size, type, impacts, and nature of an incident and the amount of funding available.



- The public will expect communications from the City about emergency instructions, available assistance, resources, and City actions to protect life, property, and the environment.
- The City may need to use multiple systems and approaches to reach the greatest amount of the public as possible.
- The nature of an incident may limit the ability to provide advance warning.
- Emergency information or warning relayed to the media is publicized at the discretion of the broadcasters.
- City Leadership will utilize the Government Emergency Telecommunications/Wireless Priority System (GETS/WPS) programs as an enhanced resource for establishing communication in an incident.
- The activation of the EAS/WEA can be requested by the City, but the City is not an EAS warning point and does not have the ability to directly issue an EAS.
- Communication systems may not have sufficient capacity to handle the traffic generated by emergency conditions.
- The City may have to rely on alternate communications systems when normal systems are overwhelmed or inadequate for the situation.
- Messaging may not reach all intended audiences.
- The City will endeavor to provide translation services, translated material, and/or access to American Sign Language (ASL) and oral interpretation support for resources and services to the extent possible. Detailed resources are outlined in the LEP Communications Resource Guide.
- Community members with LEP and those with access and functional needs may experience difficulties in receiving and understanding emergency messaging.
- ESF 2 will coordinate with Emergency Support Function 15: Public Information and Affairs as appropriate.

## Concept of Operations

### General

Partial or total disruption of normal communications may occur during an incident making redundant or alternate methods of communication vital to response and recovery. The existing telephone (including cellular) service, along with the City's radio systems, will provide the basis for maintaining City operational communications. External communications will be facilitated by any means available, including but not limited to, digital media, signs and reader boards, and broadcast media.

During an incident, the City will attempt to utilize regular communications processes and resources as much as possible.

The City utilizes the following communications resources:

- Integrated Public Alert & Warning System through NORCOM the local E-911 Public Safety Answering Point (PSAP)
- VOIP telephone services
- Cellular telephone services
- Two-way radio
  - City radio network
  - Public Safety radio network
- NOAA Weather Alert Radios
  - Weather Radios are located at Kirkland City Hall, Kirkland fire stations, the Kirkland Justice Center, the Public Works Maintenance Center, the Parks & Community Services Maintenance Center, the North Kirkland Community Center, and the Peter Kirk Community Center.
- Web-based technology program for internal employee notifications and non-life-threatening message dissemination for opt-in community subscribers.
- Amateur radio communications equipment and volunteers.
- Public access television channels broadcast on Channels 21 and 75 on Comcast cable, Channels 31 and 32 on Frontier Communications cable, and an interactive City website.
- Internet resources including email, the City website, mailing and distribution lists, and digital media.
- Loudspeakers, reader boards, road signs, and a recorded message line.
- Telecommunication Relay Service (TRS) is provided through the Federal Communications Commission (FCC).
- Text Telephone (TTY) service.

The resources listed are leveraged based on the incident, accessing the most appropriate and available options to reach the intended audience as efficiently as possible. The Incident Commander, Emergency Manager, City Manager, or other delegated City leader will contact the designated agency or staff to initiate and deliver messaging via the identified resource(s). The IPAWS is FEMA's national system for local alerting that provides emergency and life-safety information to the public through mobile phones using WEA, to radio and television via the EAS, and on the NOAA Weather Radio. The EAS may be activated by a PSAP, which for Kirkland is NORCOM, the King County Sheriff's Office (KCSO) Communications Center, the WAEMD, and KCOEM.

Life-threatening situations requiring immediate public action for the protection of life justify issuing a "reverse 911" notification requested by Incident Command or OEM directly to the available PSAP, typically NORCOM for Kirkland. The PSAP will disseminate the message to the public via the appropriate system(s), which may include the EAS and/or the WEA.

City-owned emergency communications technology will be managed by the IT Department with the exception of department radio equipment, which is managed by each department or contracted service provider.

The City subscribes to the GETS/WPS, which provides priority access and specialized processing in local and long-distance telephone calls during incidents. GETS/WPS subscriber cards with

instructions are issued to key personnel. OEM manages the distribution and procurement of GETS/WPS cards for City staff.

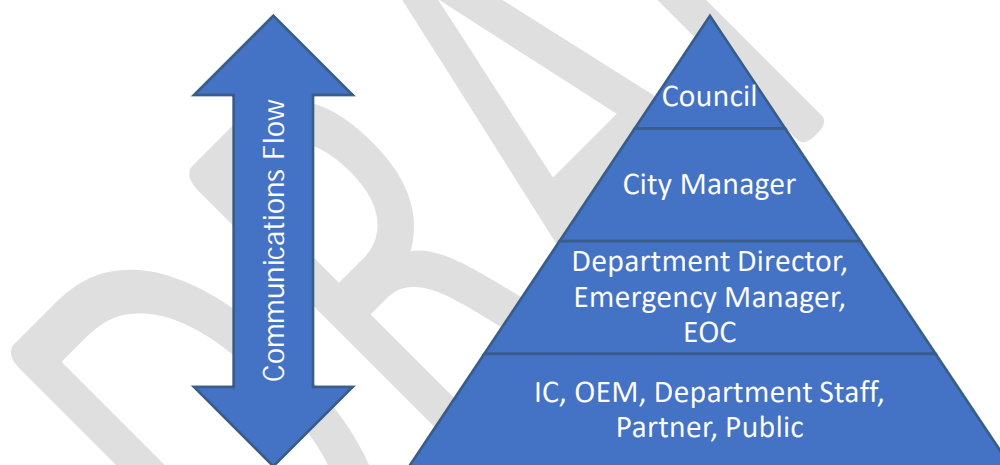
The City utilizes a web-based technology program for internal staff notifications. Employee work phone number(s) and their email address are added into the database, with an option for employees to provide their personal contact information to receive notifications on those devices as well. A notification can be initiated by the City Manager or Deputy Manager and/or OEM staff.

The Police Department monitors reports of potential civil unrest, protests, demonstrations, or other such disruptions and shares that information with OEM and other departments/agencies as appropriate should communicate support for such incidents be needed.

## Organization

### *Internal*

Incident communication (notification, updates, requests for support) typically occurs from the bottom up, starting at the lowest operational level with priority consideration for public safety messaging followed by notification to City leadership and/or staff as the Incident Commander or Emergency Manager determines appropriate (Figure 17).



*Figure 17 - Incident communications flow chart*

Communications may occur from the top-down as well, particularly during planned or expected incidents requiring a significant response.

It is the practice of the City to communicate and engage as many stakeholders as appropriate and possible during incident management.

The CMO is responsible for agency messaging, which may include sharing incident information provided by the Incident Public Information Officer (PIO) or Joint Information Center (JIC).

The Incident PIO is responsible for incident messaging, which may include the sharing of agency information as provided by the CMO.

When the EOC is activated, the JIC may activate as well to support public messaging. The JIC is responsible for incident-related messaging, which may include sharing agency information provided by the CMO (Figure 18).

The goal of the Incident PIO/JIC and CMO is coordinated consistent accurate messaging related to the incident and agency actions and status. Communication and cooperation between the JIC and CMO are vital to alert and warning, public messaging, and transparency.

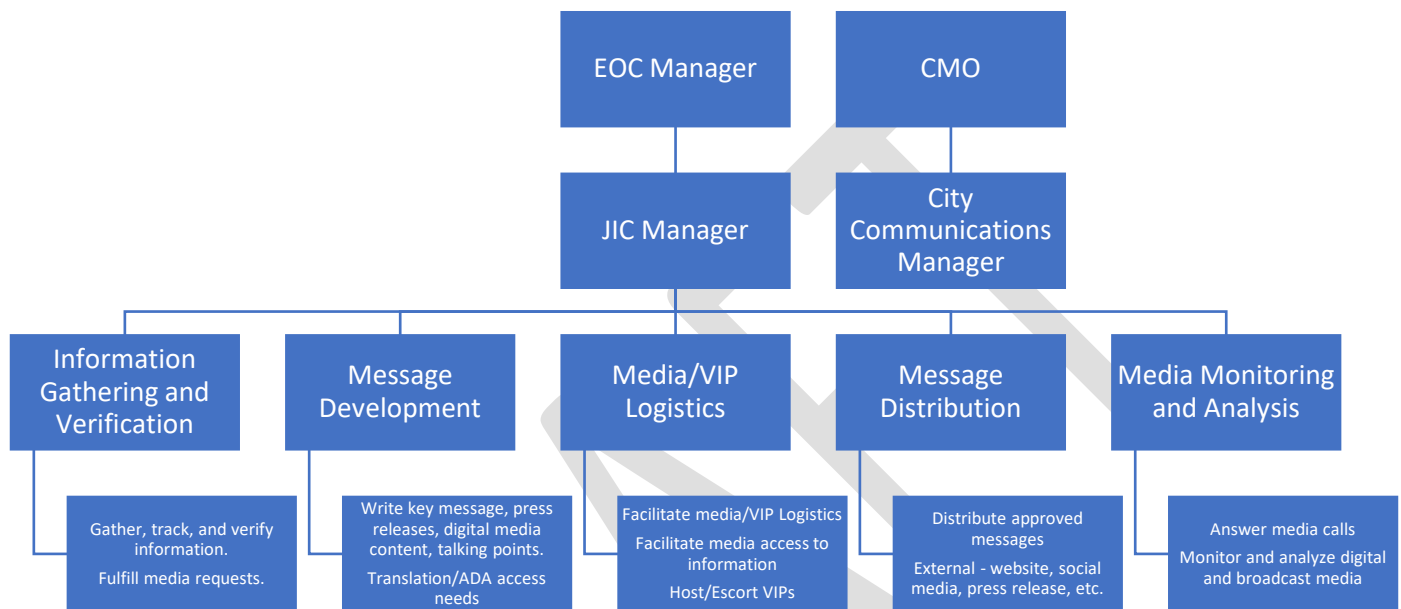


Figure 18 - JIC Organizational Chart

The IT Department is responsible for internet and telephone functionality and will liaise with communications service providers to make adjustments or repairs necessary to maintain service throughout incident operations.

The Kirkland Emergency Communication Team (KECT), a City volunteer group, may provide amateur radio support in situations deemed appropriate by the Emergency Manager. KECT volunteers will be coordinated by the OEM or EOC during incidents.

#### External

The City partners with several external agencies to support incident messaging. The engagement of partners occurs by the Incident Commander, Emergency Manager, or City Manager or their designee as needed.

NORCOM is a 24-hour PSAP that provides 911 telephone answering, dispatch, and communications support for Kirkland Police and Fire. The Reverse 9-1-1 community calling system, located at NORCOM, is available to notify geographically-defined groups of individuals about life-threatening situations. A Kirkland Incident Commander or Emergency Manager may request a Reverse 9-1-1 notification be sent by NORCOM or a secondary provider such as KCSO Communications Center or KCOEM.

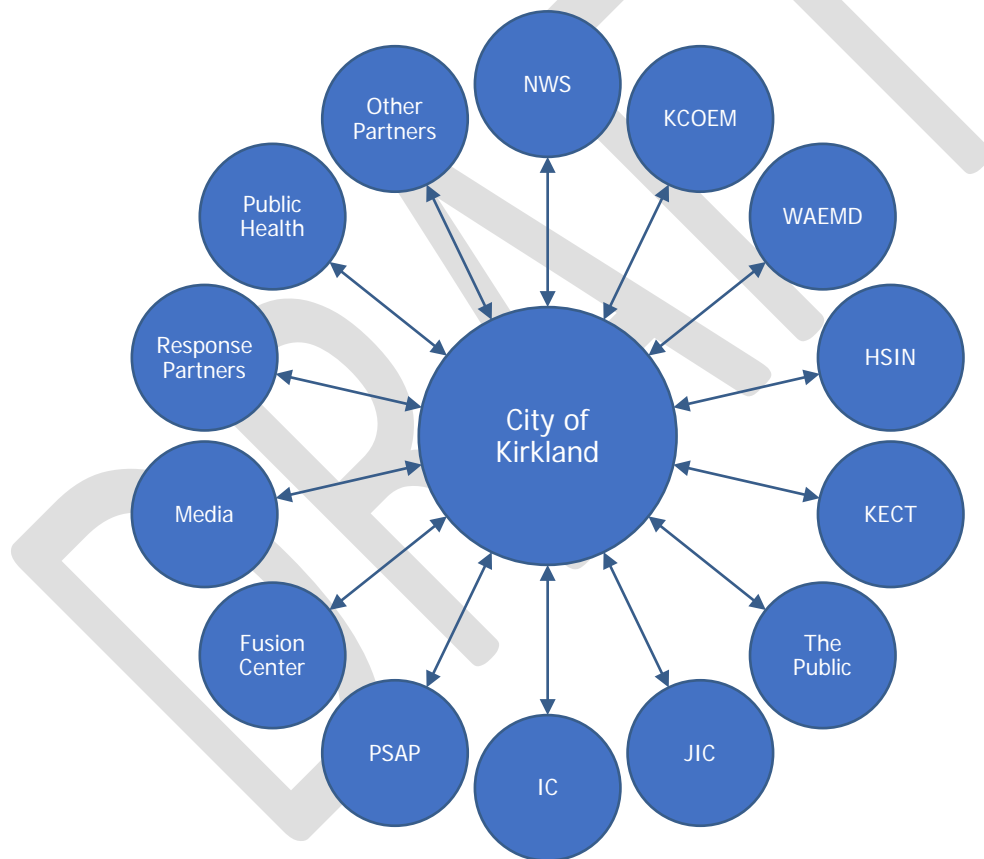
The Washington State Emergency Management Division, the KCOEM, and other response partners send notifications and warnings of incidents to the City and may help communicate this messaging to the public.

The Washington State Fusion Center supports public safety and homeland security missions by coordinating information to detect, deter, and prevent terrorist incidents and significant criminal activity. The Fusion Center leverages the Homeland Security Information Network to share sensitive information with Kirkland Police and OEM, as needed.

Weather advisories, watches, and warnings are provided via voice, data, and radio by the National Weather Service (NWS) to OEM.

## Procedures

The City leverages many sources, internal and external, for the gathering of information as well as for dissemination of information before, during, and following an incident.



*Figure 19 - City Information Sources Diagram*

The City receives notification of actual or expected incidents from several sources( Figure 19). The point of notification for incidents that exceed daily operations is the OEM, either directly from partners or through a City department such as police or fire.

OEM gathers and analyzes information to disseminate to City leaders, departments, key partners, as appropriate, via email, a mass notification web-based system, voice, or face-to-face

interactions. OEM also coordinates public messaging with the CMO and/or Incident PIO as needed through these same methods. If a group discussion is necessary OEM will host or support a telephonic or video-based conference session.

OEM serves as a resource and coordination point for dissemination of public messaging through the Incident PIO, JIC, and/or CMO as available and appropriate. This may include, but is not limited to, posting to social media, requesting an EAS, updating fire station reader board messaging, or coordinating deployment of electronic road signs.

The KCOEM operates ALERT King County, a regional opt-in information and notification service for potential hazards and threats in a geographic area. The City can request an ALERT King County notification be sent to Kirkland community members who have opted into the ALERT King County system by calling the KCOEM Duty Officer.

NWS Seattle Office issues weather forecasts, alerts, and hazard outlooks through an email distribution list and their website. OEM monitors these messages and forwards the emails to City personnel and/or partner agencies when inclement weather is forecasted to impact the City. The NWS is also capable of sending civil emergency notices to NOAA Weather Radios at the request of local public safety officials. The NWS also has the capability to provide spot forecasts during incidents at the request of OEM or Incident Command via the NWS website or a call to the forecast office in Seattle.

Notification to Kirkland residents, visitors, and businesses regarding emergency information and/or instructions may be facilitated at the incident scene through the EAS, door-to-door notification by City personnel, digital media, mobile public address systems, or any other means available to the City at any time. Additionally, the IC may request OEM facilitate messaging via EAS/WEA or other tools available to the City.

OEM or an IC may request an EAS and/or WEA be issued when an immediate life safety threat is occurring and action is required to protect the public. OEM or the IC calls NORCOM to make the request and provides NORCOM with detailed information related to where the message should be targeted, what action(s) the message is to relay, and where the public can find more information about the incident. If NORCOM is unable to issue the message OEM or the IC should contact KSCO Communications Center.

The Incident PIO, on-scene or at the JIC may provide incident public information to local media and choose to publish this information on the City's website, social and digital media accounts, reader boards at fire stations, the City television channel, and other outreach methods that may be available. The Incident PIO will coordinate, in person or via technology, with the CMO Communications team to facilitate coordinated messaging when appropriate.

When an incident causes failure of routine telecommunication capabilities City leaders and key staff can access their GETS, and if enrolled WPS, resource to complete incident-related emergency communications via telephone.

The Police Department (PD) may receive threat intelligence intended for law enforcement situational awareness. The PD notifies key City staff, including but not limited to, OEM and CMO, of the situation so appropriate City actions, and if appropriate, public messaging may



occur in a coordinated manner. PD may also share some or all information received with partner agencies in the community, such as schools or healthcare, as necessary based on the threat.

When the EOC is activated OEM distributes a notification via email, phone, and/or text to, at a minimum, City leaders and additionally to EOC and City staff as appropriate to the incident and EOC support needs.

## Mitigation Activities

- Manage City functions and data on the Cloud for backup and remote access.
- Explore new technologies designed to improve the reliability of communications systems.
- Provide anti-virus and anti-malware support and training to staff to protect City infrastructure.
- Conduct regular updates of City-owned communications systems including data networks, computer hardware, and software programs.
- Maintain a stock of backup hardware such as spare radios, phones, mobile devices, power cords, or charging bricks for response use.
- Subscribe to the GETS/WPS.
- Maintain Kirkland Government Television channels.

## Preparedness Activities

- Conduct tests of City communications systems.
- Maintain a list of available communications equipment.
- Maintain hard copy lists of key contact information.
- Maintain Policy Group contact information.
- Train and exercise JIC Staff and Incident PIOs.
- Pre-translate identified key emergency messaging.
- Participate in regular radio check tests with the KCOEM.
- Participate in regional meetings with communications partners, including King County and the NWS.
- Conduct training and exercise for KECT volunteers and maintain amateur radio equipment at City facilities.

## Response Activities

- Identify Incident PIO and Agency communications lead.
- Identify compatible communications methods and frequencies to be used by responding organizations during the incident.
- Issue emergency notifications and warnings, as appropriate. This may include notifying partner agencies, surrounding jurisdictions, the King County Office of Emergency Management, the Washington State Emergency Management Division, or other identified partners.
- Request activations of alert and warning systems managed by partner agencies, as needed.
- Develop situational awareness and establish a common operating picture of incident communications capabilities and damage, disruptions, or interruptions to those systems.
- Develop an ongoing communications plan that includes 24-hour communications capabilities, if needed.
- Coordinate communications and warning activities with communication centers.

- Activate amateur radio support if needed.
- Establish and facilitate the JIC to support and coordinate public messaging or warning.
- Coordinate and share situational awareness internally and externally.
- Provide assistance and technical support for City communications infrastructure.
- Work to overcome communication shortfalls with the use of alternative methods.

## Recovery Activities

- Support assessment of communications infrastructure and plan for repair or restoration in coordination with communications providers.
- Coordinate with communications providers for repairs to communications systems.
- Restock expended communications resources and supplies.
- Consider enhancing communications capabilities and redundancy when repairing, rebuilding, or restoring City infrastructure.
- Evaluate the effectiveness of communication of life safety and other incident messaging through the After Action Report (AAR) process, including reporting technology challenges to WAEMD.

## Responsibilities

### Lead Agency – Kirkland Office of Emergency Management (OEM)

- Coordinate emergency communications capabilities within the City.
- Monitor local and regional situational awareness; disseminate information and warnings as appropriate.
- Manage and activate volunteer amateur radio support as needed
- Maintain operational procedures for the activation of emergency warning systems.
- Coordinate and test the readiness of EOC communication resources.
- Train City staff in the development, use, and receipt of notification systems and messaging.
- Maintain data of internal notification system and GETS/WPS programs.
- Coordinate training and exercising for employees identified to perform as an Incident PIO and/or JIC staff.
- Lead development of incident after-action reporting, including the creation of Improvement Plans related to alert and warning, and provide the report to WAEMD.
- Participate in the identification and development of technology solutions for alert and warning and incident communications with the IT Department.
- Oversee implementation of LEP requirements as described in RCW 38.52.

## Support Agencies

### *Kirkland Information Technology (IT) Department*

- Monitor status and capability of emergency communications technology.
- Facilitate the acquisition and implementation of additional communications capabilities as needed during an incident.
- Coordinate repair and restoration of communications systems.
- Coordinate distribution of surge communications equipment during an incident.
- Provide data security for City systems.
- Maintain City social media accounts, website, government television channels, and other communications structure and capability.

#### *Kirkland City Manager's Office (CMO)*

- Develop and disseminate employee updates and messaging.
- Coordinate agency messaging with incident messaging.
- Facilitate the use of City public messaging resources.
- Monitor messaging for a consistent City "voice".

#### *King County Office of Emergency Management (KCOEM)*

- Provide incident alerts and warning to City OEM, Police, and/or Fire, as appropriate.
- Issue EAS/WEA alerts as requested.
- Issue non-emergent notifications via the opt-in ALERT King County system.
- Facilitate a County level JIC and/or Joint Information System (JIS).
- Share regional messaging as appropriate.
- Assist with filling staff resource requests for a City JIC.

#### *Washington State Military Emergency Management Division (WAEMD)*

- Provide incident alerts and warning to City OEM, Police, and/or Fire, as appropriate.
- Issue EAS/WEA alerts as requested.
- Facilitate at State level JIC and/or JIS.
- Assist with filling staff resource requests for a City JIC.

#### *North East King County Regional Public Safety Communication Agency (NORCOM)*

- Manage the 911 system and emergency dispatch for Kirkland.  
Issue emergency notifications and warnings via the EAS/WEA, reverse 911 programs as requested.

#### *Contracted Translation Services*

- Provide translation services for incident and agency messaging as requested and able.

#### *Internet Providers*

- *Monitor their own systems and provide operational status updates and restoration timelines as available.*
- *Maintain continuity plans and resources to facilitate service delivery during incidents.*

#### *Telecommunication Providers*

- Monitor their own telecommunications systems and provide operational status updates and restoration timelines as able.
- Maintain continuity plans and resources to facilitate service delivery during incidents.

#### *Washington State Fusion Center*

- Provide information regarding terrorist or criminal activity relevant to Kirkland to OEM and Police through the Homeland Security Information Network (HSIN), email, or phone.
- Maintain situational awareness of threats in or to Washington State.

#### *National Weather Service*

- Disseminate situational awareness regarding weather and potential weather hazards.
- Issue weather advisories, alerts, and warnings to impacted areas.
- Provide spot-forecasts during incidents, as requested and able.
- Share life-safety information via the NOAA weather radio system.

## Resource Requirements

Resource needs may include IT staff trained in support of incident management systems and tools; redundant technology systems; and power generation to support incident management.

## References

City of Kirkland LEP Communication Resource Guide  
City of Kirkland Social Media Administrative Policy  
City of Kirkland Press Release Template  
Kirkland EOC PIO Position Support Checklist  
Kirkland pre-scripted message templates  
KECT Administrative Guide  
RCW 38.52  
RCW Chapter 13.60 – Missing Children Clearinghouse.  
Americans With Disabilities Act of 1990, Pub. L. No. 101-336, 104 Stat. 328 (1990)

# EMERGENCY SUPPORT FUNCTION 3: PUBLIC WORKS AND ENGINEERING

## Lead Agency

Kirkland Public Works Department (PW)

## Support Agencies

Kirkland Parks and Community Services Department (PCS)

Kirkland Planning and Building Department

Kirkland Police Department (PD)

Cascade Water Alliance (CWA)

Seattle Public Utilities (SPU)

Northshore Utility District (NUD)

Woodinville Water District

Waste Management (WM)

King County Department of Natural Resources and Parks (DNRP)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 3 is to describe the coordination of City-maintained infrastructure including water, wastewater, and surface water systems, and solid waste/debris disposal and non-City owned public utilities during incidents, and to address technical advice and evaluations, engineering services, construction management and inspection, emergency repair, and debris management.

### Scope

This ESF addresses maintenance and/or restoration of the City's water, wastewater, and surface water infrastructure, debris management, construction, and engineering services, and private utility services during an incident.

## Policies

The Kirkland Capital Improvement Program (CIP) plan outlines major City construction and engineering projects and guides funding.

Kirkland Municipal Code (KMC) 3.16 City Manager – Administrative Departments Public Works is responsible for the construction, maintenance, and safe operation of various infrastructure such as water distribution, wastewater collection and transmission, surface water systems, and transportation infrastructure (streets, signals, sidewalks).

KMC 15.16 – General Rules and Conditions of Service grants authority to develop and enforce water shortage measures.

KMC 15.52-Surface Water Management prohibits pollution in the city storm drain system and/or surface and ground waters. This is enforced by the Kirkland Municipal Code: Code Enforcement, Special Provisions related to enforcement of Chapter 15.52 (Surface Water Management) (KMC 1.12.200).

Revised Code of Washington (RCW) Title 80 – Public Utilities outlines regulations for utility providers and services and regulates emergency operations and priorities for private utilities.

Washington Administrative Code (WAC) Title 480 – Utilities and Transportation Commission establishes that emergency demand reduction measures for private utilities are regulated by the Washington Utilities and Transportation Commission (WUTC).

America's Water Infrastructure Act (AWIA) of 2020 requires water utility providers to establish a utility emergency response plan and conduct a risk and resilience assessment every 5 years.

Per the National Pollutant Discharge Elimination System (NPDES) Western Washington Phase II Municipal Stormwater Permit, the City of Kirkland is required to implement an Illicit Discharge Detection and Elimination (IDDE) program to prevent contamination of surface water and groundwater. Surface Water Engineering Spill-IDDE Response Guidance Manual and Maintenance Spill-IDDE Response Guidance Document provide guidance to staff related to spills.

The Safe Drinking Water Act (SDWA) regulates standards for drinking water to protect against both naturally-occurring and man-made contaminants.

## **Situation**

### **Incident Conditions and Hazards**

The City is dependent on outside providers for a variety of services and may not be able to fully restore services until these providers are able to respond and restore their infrastructure.

The City's water infrastructure is primarily constructed from rigid, non-flexible pipes that may be susceptible to breaking during an earthquake or other land movement.

Disruption or damage from hazards may create a variety of debris including, but not limited to, trees and other vegetative organic matter, building and construction material, hazardous materials, appliances, personal property, mud, and sediment. The City contracts debris removal for garbage and recycling through a vendor, and so is reliant on a third-party entity that may not be able to respond during an incident.



## Planning Assumptions

- Disruption or damage to one utility system may cause disruption or damage to another utility system due to their interrelated nature and dependency.
- Equipment or facilities owned by the City such as pumps, lift stations, and vehicles may be damaged and be unavailable or non-functional during an incident.
- City-based private utility assets may have a lower restoration and repair priority than regional assets.
- Emergency response and recovery activities that rely on the use of infrastructure will likely be impacted and may be delayed without them. Residents with health vulnerabilities may face a greater impact from the loss of utility system service than others (i.e. individuals who depend on home dialysis).
- The City is dependent on service providers for critical resources.
- Potable water is a critical resource for response and recovery.
- A disruption or damage to the utility system has the potential to cause significant environmental damage.
- The City does not control all of the utility services delivered to our community.
- Individuals with access and functional needs are likely to be more dependent on utility systems than others.
- Debris clearance and emergency road repairs will be given priority to support immediate lifesaving emergency response activities in accordance with the debris management plan.

## Concept of Operations

### General

The Public Works Department maintains on-call standby staff who are the primary point of contact for after-hours for ESF 3 related incident response. Standby staff utilize the PW Standby Manual to assess situations and activate additional support or response, as needed.

The Standby Manual contains detailed procedures for responding to a variety of potential incidents, including issues with water, wastewater, surface water, and sewage infrastructure, as well as call-out and communication procedures.

The City maintains utility services including but not limited to supply and storage of potable water, collection and transmission of wastewater, collection, transmission, and release of surface water, and removal of solid waste/recycled material. Through franchise agreements, utility comprehensive plans, and joint use agreements, staff coordinate operations and response with adjacent utilities including the Northshore Utility District, Woodinville Water District, and the Cities of Bellevue and Redmond.

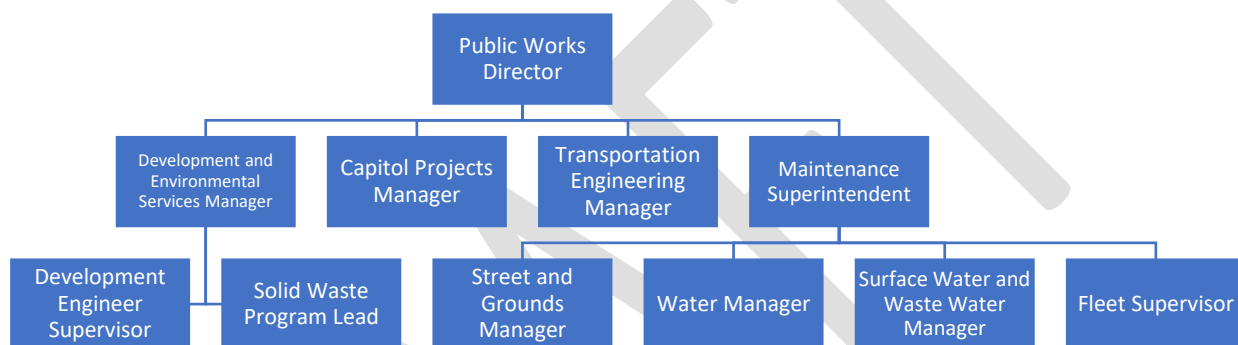
In the event of a water shortage, emergency water demand reduction measures are addressed in detail in the City of Kirkland Comprehensive Water System Plan; specifically, the Water System Contingency Plan of Kirkland's Cascade Water Alliance Contract (CWA).

The City's Capital Improvement Program (CIP) is a 6-year funding plan that addresses construction, repair, maintenance, and acquisition of major capital facilities and equipment. The CIP helps guide mitigation activities and maintain service levels.

The City uses a supervisory control and data acquisition (SCADA) system to monitor City water systems. The SCADA system is monitored during work hours by the Water and Wastewater Divisions and during off-hours by standby staff. SCADA alerts staff through a speaker system at the Public Works Maintenance Center and via phone call to the standby telemetry phone for after-hours alerts.

## Organization

The Public Works Department is the lead agency for the coordination of public works and engineering. This includes but is not limited to providing technical assistance, monitoring and operation of utility systems, engineering, permitting, and construction management resources, and utility equipment oversight. Under the direction of the Public Works Director, management staff provide resource coordination and dispatch field crews according to incident priorities (Figure 20).



*Figure 20 - Kirkland Public Works Department Leadership Organizational Chart*

The Development and Environmental Services Division oversees transportation and utility infrastructure projects initiated by private development and franchise utilities, administers the solid waste disposal and recycling program contract with Waste Management, and provides surface water engineering and program administration. Engineering services of the City's water, sewer, storm drainage, and transportation infrastructure are overseen by the Development Engineering Group.

The Capital Projects Division oversees the development and construction of infrastructure projects for City water, wastewater, and surface water utilities, and transportation projects.

The Transportation Engineering Division plans and operates the City's multi-modal transportation system, including managing the City's sign and signal maintenance. This Division also coordinates with regional partners for transportation planning.

The Street and Grounds division oversees and maintains City roadways, sidewalks, paths, trails, street cleaning, snow and ice response, streetlights and signals, and other transportation-related infrastructure as described in Emergency Support Function 1: Transportation.

The Water Division operates and maintains the City's water infrastructure and coordinates the purchase of drinking water from Seattle Public Utilities (SPU) through CWA. Seattle Public Utilities performs sampling and treatment for Kirkland's drinking water.

The Storm and Surface Water Division oversees the operation of and conducts maintenance for the City's surface water and stormwater systems following the Kirkland Surface Water Master Plan. This division also houses the City's Spill Response Team as described in Emergency Support Function 10: Hazardous Materials.

Fleet Management provides for City vehicle maintenance, purchasing, and the City petroleum program as described in Emergency Support Function 12: Energy and Utilities.

Public Works coordinates with King County Department of Natural Resources – Wastewater Division, Seattle Water Department, and adjacent local agencies to apprise and be apprised of issues impacting the local system (i.e. loss of supply, reduction of pressure) where regional and local facility operations impact one another.

During drinking water quality or quantity emergencies, Public Health – Seattle & King County (PHSKC) conducts testing and assessment which will help guide City response actions.

## Procedures

The City may be notified of a disruption to public works infrastructure by the public, another City Department, Northeast King County Regional Public Safety Communication Agency (NORCOM), neighboring jurisdictions or service providers, or through routine monitoring. External notifications may be received via phone or email.

Kirkland subscribes to a forecast service provided by WeatherNet, with two weather stations connected to the City. The stations are located on Big Finn Hill and near EvergreenHealth Kirkland hospital campus, and alert management and key staff, via email, when temperatures drop below 34°F. City Departments with response roles use this information to pre-activate crews and equipment, as needed per the Snow and Ice Response Plan.

Public Works maintains an email distribution list for internal notifications for water main issues. City leadership and OEM may be notified directly via phone or email if additional support is needed. If scene support from the Fire, Police is needed, the Public Works Standby Manager will contact NORCOM for dispatch. If scene support from PCS is needed, Public Works Standby Manager will call them directly.

When standby staff become aware of an actual or potential incident, they will call in crews as needed for response and repair, and make notifications to department leadership, City leadership, and OEM by email or phone as the situation dictates.

As the City's main water provider, SPU conducts most of the water monitoring and sampling according to the Safe Drinking Water Act (SDWA). The results of these tests are sent to the City on a weekly basis via email, or more often if an issue or contaminant is detected. The City conducts daily chlorine residual tests, the results of which are reported to the Washington State Department of Health (DOH) via email on a monthly basis. Kirkland PW staff conducts a number of water quality tests in coordination with SPU, sending samples to SPU labs for testing; this includes lead and copper sampling performed every 3 years and quarterly disinfectant byproduct sampling.

Public Works may issue a boil water notice in coordination with PHSKC. PW staff will notify City leadership, the City Communications Manager or designee, and OEM as soon as possible if a boil water notice must be issued in Kirkland.

Based on the types and distribution of incident debris, several collection methods may be available. The City may provide additional solid waste collection service, or allow residents to put out extra containers to collect debris, residents may be asked to bring incident debris to a neighborhood collection site where it can be transferred to a drop box and brought to an appropriate debris management site or final disposal site, or the City may arrange for curbside pickup of debris. Additional details are outlined in the Kirkland Debris Management Plan.

### *Non-City Utilities*

City staff coordinate strategies and actions for response and recovery with private utility providers through phone calls, emails, and/or in person.

## Mitigation Activities

- Conduct ongoing maintenance on City-owned utilities.
- Inspect surface water facilities every five years as required by the City's NPDES permit
- Provides general water pollution prevention awareness through a variety of media including but not limited to utility bill inserts, direct mail, direct outreach, social media, best management cards, and fliers.
- Provide technical assistance to businesses for managing potential sources of stormwater pollutants on their property.
- Maintain a "Keeping Stormwater Clean" webpage to educate community members on information and activities to prevent pollution in City stormwater.
- Conduct fire hydrant and water valve exercising programs (respectively) every other year.
- Pursue grant funds to supplement City funds to perform seismic retrofit projects.
- Maintain an inventory of vehicles, parts, and other resources for use in making emergency repairs to PW infrastructure.
- Establish and maintain contracts and vendor lists for use of private-sector resources to augment City-owned resources.
- Maintain a City-wide supervisory control and data acquisition (SCADA) system to monitor utility features and activities such as pump rates, intrusions, electrical system failures, or flooding.
- Contract for regular garbage and recycling services through Waste Management.
- Complete CIP projects that focus on mitigation of public works infrastructure.
- Coordinate operational strategies with adjacent city public works departments to support integrated and effective utility systems.
- Integrate hazard mitigation strategies, such as seismic design, alarms, fencing & security, into the development of policy, design, construction, and sustainment of City assets.
- Conduct inspection of private stormwater systems at least every other year.
- Maintain, test, and fuel generators at City pump and lift stations.
- Maintain AWIA plan.
- Leverage mitigation funding opportunities to harden utility systems.

## Preparedness Activities

- Establish and publish annual standby staff contacts for Public Works operations and water/sewer telemetry.
- Establish and publish Public Works staff rosters for emergency call back annually.
- Educate community members on managing drainage on their own property to mitigate flooding risk.
- Provide public education on household waste reduction and recycling options.
- Verify and top off generator fuel levels when known weather hazards are forecasted.

## Response Activities

- Perform permitting and/or engineering or inspection and damage assessment activities of bridges, roadways, City utility systems, hillsides, and water drainage infrastructure.
- Respond to reports of urban flooding.
- Clear debris from roadways, storm drains, and other City infrastructure.
- Coordinate response with private utility partners.
- Coordinate sandbag availability and distribution for community members to mitigate urban flooding on private property.
- Monitor water pressure and advise the Fire Department of issues or concerns.

## Recovery Activities

- Consolidate a list of damaged City-owned utility infrastructure including photos, estimated restoration requirements, and timelines.
- Coordinate the restoration and/or repair of City-owned utility systems and private utility systems.

## Responsibilities

### Lead Agency – Kirkland Public Works

- Coordinate operation, assessment, and repair of City-owned utility systems.
- Provide training to standby staff.
- Perform damage assessment of City-owned utility facilities and coordinate emergency demolition, stabilization, repair, and/or restoration, as needed.
- Maintain a 24/7 on-call Standby Manager available to respond to incidents and coordinate additional PW support, as needed.
- Facilitate debris management planning and operations.
- Respond to and resolve City-owned utility disruptions.
- Coordinate with private and non-City public utility owners for response and restoration.
- Manage development and construction of infrastructure projects for the City's water, wastewater, and surface water utilities, park capital construction, transportation projects, and major facilities.
- Oversee utility infrastructure projects initiated by private development and franchise utilities.
- Administer the solid waste disposal and recycle program contract.
- Monitor and report water system disruptions.

## Support Agencies

### *Kirkland Parks & Community Services*

- Provide assistance in clearing and storing debris.
- Support flood mitigation and response.

### *Kirkland Police Department (PD)*

- Notify Public Works of observed infrastructure failures or damage including but not limited to water main breaks, urban flooding, fallen streetlights, or land movement.
- Provide assistance in implementing road closures and detours.
- Support access and/or escorts for private utility companies during heavy traffic or into secure areas, as resources allow.

### *Cascade Water Alliance (CWA)*

- Maintain operations of and make repairs to water system infrastructure.
- Notify Public Works of utility system disruptions or failures affecting the City's service area.

### *Seattle Public Utilities (SPU)*

- Coordinate water quality testing in accordance with the SDWA and share results with the City.
- Maintain operations of and make repairs to water system infrastructure.
- Notify Public Works of utility system disruptions or failures affecting the City's service area.

### *Northshore Utility District (NUD)*

- Maintain operations of and make repairs to water system infrastructure.
- Notify Public Works of utility system disruptions or failures affecting the City's service area.

### *Woodinville Water District*

- Maintain operations of and make repairs to water system infrastructure.
- Notify Public Works of utility system disruptions or failures affecting the City's service area.

### *Waste Management (WM)*

- Provide trash, recycling, and compost services for the City of Kirkland
- Assist with debris management, removal, storage, and disposal.

### *King County Department of Natural Resources and Parks (DNRP)*

- Maintain operations of and make repairs to wastewater system infrastructure.
- Notify Public Works of utility system disruptions or failures affecting the City's service area.

## Resource Requirements

Resource needs may include public works professionals, equipment, and supplies to support incident management.



## References

Kirkland Public Works Standby Manual  
Kirkland Comprehensive Water System Plan (2015)  
Kirkland Surface Water Master Plan (2014)  
Kirkland Disaster Debris Management Response Plan (2011)  
Kirkland's 2021-2026 Capital Improvement Program  
Kirkland National Pollutant Discharge Elimination System (NPDES) Stormwater Management Program Plan  
America's Water Infrastructure Act: Kirkland Risk and Resilience Assessment 2020  
America's Water Infrastructure Act: Kirkland Response Plan 2021  
America's Water Infrastructure Act of 2020 (AWIA)  
Public Law 93-523 Safe Drinking Water Act (SDWA)

# EMERGENCY SUPPORT FUNCTION 4: FIRE PROTECTION

## Lead Agency

Kirkland Fire Department

## Support Agencies

Kirkland Office of Emergency Management (OEM)

Kirkland Public Works Department (PW)

Kirkland Police Department (PD)

North East King County Regional Public Safety Communication Agency (NORCOM)

King County Fire Departments

Northshore Utility District (NUD)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 4 Fire Protection is to describe the coordination of fire protection resources within the City of Kirkland.

### Scope

This ESF addresses the coordination of fire protection operations, including but not limited to fire suppression, Fire Prevention Bureau inspections and investigations, and specialized rescue situations. Specific aspects of this ESF may be leveraged at any time; however, this document is not intended to be used for daily fire operations, but rather for National Incident Management System (NIMS) Type 1-4 incidents when local resources may be overwhelmed. While ESF 4 focuses on fire suppression-related topics, there are several other fire services that may be covered briefly here and in more detail in other ESFs, including hazardous materials response and emergency medical services.

## Policies

The Kirkland Fire Department Policy Manual outlines guidance for department response and procedures.

Kirkland Municipal Code (KMC) 3.16.037 legally establishes the Kirkland Fire Department as a city department.

Kirkland Ordinance O-4752 adopts the International Fire Code (IFC) as part of the Kirkland Fire Code.

Revised Code of Washington (RCW) 43.43.962 Washington State Fire Services Resources Mobilization Plan may be implemented when additional resources are necessary. The process and procedures established in State and Federal mobilization guides will be followed in requesting assistance.

Washington Administrative Code (WAC) 296-305 – Safety Standards for Firefighters outlines safety requirements for technical rescue operations.

## Situation

### Incident Conditions and Hazards

Firefighting operations are often complex and routinely involve staff support and coordination with partner agencies. During a wide area Type 1-4 incident, there will likely be an increased demand for resources and logistical support overwhelming local capability and limiting mutual aid or partner organization support.

Occupancies posing a significant risk to the life safety of occupants and responders include but are not limited to public and private schools, healthcare providers including Evergreen Health Medical Center Campus, dense office buildings, and multi-family residential dwellings.

The City also has characteristics that may require a unique fire service response. The presence of Lake Washington and several smaller ponds and lakes may present a threat to life-safety if recreational boaters, swimmers, or other users are unable to navigate the waterways safely, which may necessitate the need for water rescue. The City also has parks and hiking trails which may necessitate green space search and rescue techniques to locate missing or injured persons. Ongoing construction within the City may also present a threat of structural collapse or damage that may necessitate technical rescue capabilities.

In addition, fire may be used as a weapon by violent extremists to damage buildings or infrastructure, or to cause confusion and/or direct harm to community members.

Although Kirkland has limited commercial manufacturing businesses, the risk of explosion or a hazardous material incident exists in the City, at locations such as vehicle repair and maintenance shops, manufacturing facilities, or gas stations.

There are numerous fuel stations within City limits, that due to the concentration of fuel, may present a fire or explosion hazard. In addition to commercial gas stations, Overlake Oil maintains an oil wholesale site in the Norkirk Neighborhood. The City owns and operates two refueling sites for City vehicle use. There are also marine refueling sites along the shores of Lake Washington.

The Olympic Pipeline crosses a small portion of the Kingsgate Neighborhood near Kamiakin Middle School and John Muir Elementary School and may present a significant fire, explosion, or hazardous materials risk if damaged or disrupted.

## Planning Assumptions

- Fire protection activities include an element of risk, the City will take a measured approach to acceptable risk when conducting incident activities as there is no way to remove all risk from first response actions.
- There will be a lack of shared resources from other King County Fire Departments.
- The City may experience a shortage of qualified response personnel, including assistance through mutual aid agreements.
- Operations may be restricted or altered based on the availability of qualified fire personnel, water supply, response apparatus, support agencies, and/or risk to the community.
- Fires may occur as cascading effects from other hazards within an incident.
- Routine calls for service may not be prioritized during an incident and prioritization of calls for service may change throughout an incident.
- NORCOM will provide dispatch and incident radio communications support.
- Automatic aid will not occur in large-scale incidents or regional disasters.

## Concept of Operations

### General

The Fire Department is the lead agency for fire protection as well as technical and heavy rescue activities within the City of Kirkland. The department works in coordination with other City departments and outside agencies. The City operates 5 fire stations within City limits as of 2020, with an additional station scheduled to be completed by late 2021 (Figure 21).

The Fire Chief or their designee shall provide direction and control over department resources. Department personnel shall operate according to specific directives, department standard operating procedures (SOPs) and by exercising reasonable personal judgment when unusual or unanticipated situations occur, and command and policy guidance is not available.

Per the King County Fire Resource Plan, the Kirkland Fire Department will exhaust its own capabilities, and those identified by the King County Fire Chief's automatic aid agreement prior to seeking assistance through the Washington State Fire Services Resources Mobilization Plan.

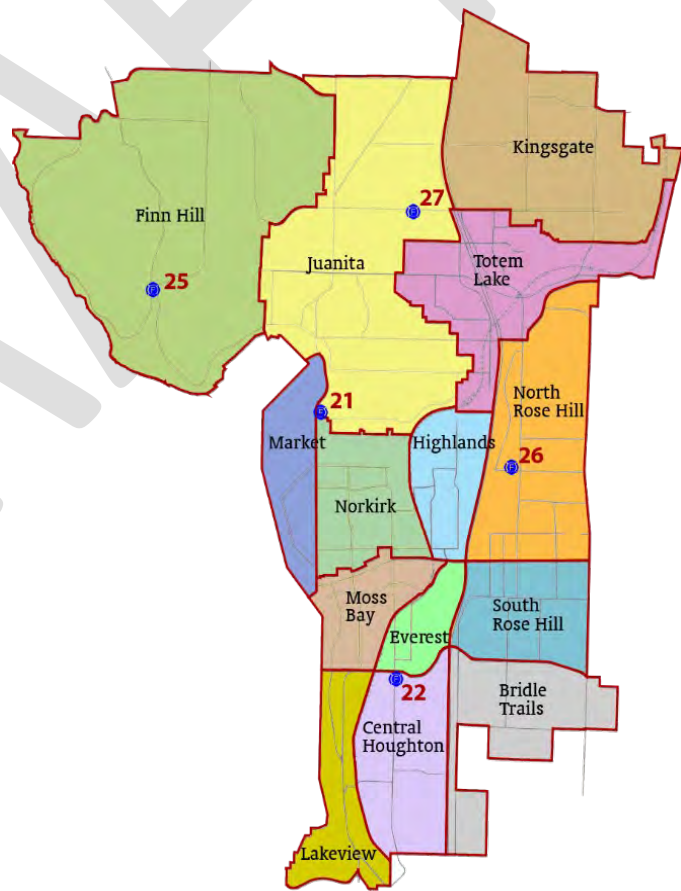


Figure 21 - Map of Kirkland Fire Stations with Kirkland neighborhood boundaries as of 2020.

King County is divided into three (3) Fire Zones. Kirkland is located within Fire Zone 1. The King County Fire Resources Plan (separately published document) provides for the coordination of countywide fire resources during localized emergencies. The Washington State Fire Services Resource Mobilization Plan provides for the coordination of statewide and interstate fire resources during localized emergencies.

Standard operating procedures will be implemented whenever possible, however, when the needs of the incident dictate responders may need to develop creative or alternate methods of service delivery.

If the Fire Department's response capabilities are overwhelmed, the on duty Battalion Chief (BC) may request a Resource Emergency with NORCOM. Resource Emergency allows the City to manually dispatch non-emergency calls to manage available resources and focus on priority calls.

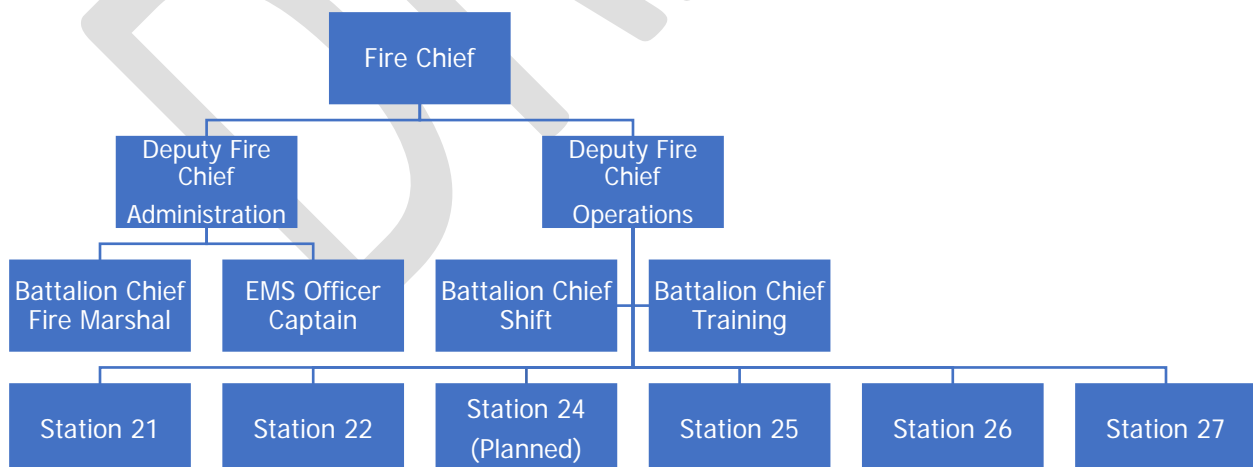
OEM will support fire operations as requested by the BC or other Chief, which may include activating the EOC, supporting logistics, planning, or situational awareness, and/or making contacts to City, partner, or regional agencies. If the City moves to Resource Emergency, the EOC will activate to support response efforts. Field operations will share situation and damage assessment information with the EOC through the Operations Section

If an incident occurs that leverages fire as a weapon to intentionally cause harm, a joint command and response will be established between fire and police agencies.

## Organization

Fire and rescue services are provided from fire stations strategically located throughout the fire department's service area (Figure 22).

Overall supervision of fire resources is provided by the on-duty BC or Acting BC unless relieved by a higher-ranking Chief Officer.



*Figure 22 - Kirkland Fire Department Operations Leadership Organizational Chart as of March 2020.*

Command posts may be established for the management of field operations. Unified Command with a single command post will be the method of field operations when appropriate.

NORCOM provides support to fire protection through answering 911 calls and dispatching units, by performing incident documentation, managing radio communication frequencies, and making notifications to support partners.

Fire Prevention and Training Division personnel maintain their operational status as fire responders and may be temporarily reassigned in support of incident operations.

The OEM is a Division of the Fire Department and provides daily and incident support to fire personnel as requested. OEM will activate the EOC in support of incident management as appropriate.

The Police Department investigates any potential criminal element or act involved with fire response. In such circumstances, Police and Fire will establish a Unified Command.

## Procedures

Communications for firefighting operations will occur via public safety radio capability and/or face-to-face interactions. If public safety radio communications are not functional, alternate methods of communication such as cell phones, HAM radio, and/or message runners may be leveraged.

NORCOM answers 911 calls and dispatches units following NORCOM Operational Policy. In addition, NORCOM provides incident support through incident documentation, calling utility partners when assistance is needed, notifying fire resources for on-scene assistance or move-ups for area coverage, and maintaining a timeline of each dispatched response through the Computer Aided Dispatch (CAD) system.

To mobilize off-duty personnel, the on-duty BC will use the paging system to contact staff.

During localized emergencies expanding beyond the City limits of Kirkland but within Zone 1, fire resources will be requested via NORCOM. When resources in Zone 1 are exhausted or unavailable, the Zone 1 Fire Coordinator facilitates zone-wide allocation of fire and rescue resources.

The King County Fire Service Coordinator shall coordinate the distribution of fire and rescue resources in incidents involving areas greater than a single fire zone. Coordination for Zone 1 activities shall be through the King County Zone 1 Coordinator and ESF 4 desk at the King County ECC if activated.

When resource emergency is necessary to manage call volume, the on-duty BC will contact NORCOM via radio and/or phone and request an adjustment to operational status. NORCOM will follow Standard Operating Procedures for Resource Emergency and make appropriate notifications. The on-duty BC will also contact the Emergency Manager (EM) by phone or request that NORCOM page the EM to activate the EOC. If there is any indication of criminal activity related to the cause or source of a fire, police will be notified by NORCOM and appropriate investigative personnel will report to the scene. Through Unified Command and following standard procedures, police and fire will work together to manage, investigate, and resolve the incident.



## Mitigation Activities

- Fire Department staff conduct fire and life safety inspections business and residential structures, per Ordinance O-4752, using Streamline software.
- Partner with City Planning and Building services to review plans prior to issuance of construction/building permits.
- Maintain basic fire protection supplies and reserve apparatus for use to manage surge demands during an incident.
- Maintain contact list, including phone numbers and residence address, of responders.
- Maintain automatic aid, mutual aid, and Washington State Fire Mobilization agreements with jurisdictions for support when City fire or rescue assets become overwhelmed.

## Preparedness Activities

- Conduct drills and exercises to test equipment and refine fire protection standard operating procedures.
- Support community fire protection education efforts through station tours, public engagement and outreach, and participation in community safety activities.
- Participate in school and business fire drills, as resources allow.

## Response Activities

- Establish communication with and gather situational status from fire stations, departments, and partner agencies that support ESF 4.
- Conduct fire suppression, rescue, and life safety activities within the City.
- Prioritize fire responses within the City.
- Monitor and facilitate fire personnel accountability and safety.
- Conduct investigations of fire scenes, in partnership with law enforcement when appropriate.
- Coordinate with supporting agencies.
- Provide death and injury reports to the Emergency Operations Center (EOC).

## Recovery Activities

- Coordinate restock, replacement, or restoration of fire department facilities, apparatus, and equipment to at least pre-incident conditions.
- Assist with damage assessment of City facilities, and community assets as identified, able, and requested.
- Support investigation and prosecution of criminal activity related to fire scenes.

## Responsibilities

### Lead Agency – Kirkland Fire Department

- Provide fire protection and rescue operations.
- Detect and suppress urban and wildland fires.
- Coordinate and/or provide urban search and rescue and technical rescue services.
- Implement the King County Fire Resources Plan and the Washington State Fire Services Resource Mobilization Plan.
- Maintain departmental standard operating procedures (SOPs).
- Maintain fire protection supplies and equipment.
- Investigate fires of suspicious origin.

- Conduct new-construction plan review and inspection for compliance with the International Fire and Building Codes, applicable local codes, ordinances, standards, and regulations.
- Inspect existing buildings and operational permits.
- Issue operational permits to types of use, storage, or activities that have extra potential to create risk in the community.
- Manage annual occupancy fire and life safety inspections.
- Provide fire protection assessment for mass care and/or temporary City operations facilities.

## Support Agencies

### *Kirkland Office of Emergency Management (OEM)*

- Provide logistical, planning, and/or situational awareness assistance to fire operations.
- Activate and manage the EOC in support of fire operations and/or resource emergency
- Make notifications to City, partner, and/or regional agencies affected or supporting fire operations as appropriate.

### *Kirkland Public Works Department (PW)*

- Coordinate water supply and components of the water distribution system for firefighting purposes.
- Provide logistical assistance for urban or technical rescue operations as requested and able.

### *Kirkland Police Department (PD)*

- Support incident scene safety, traffic control, and evacuation efforts as appropriate and able.
- Jointly investigate fires of suspicious origin or criminal in nature with Fire Prevention staff.

### *Northeast King County Regional Public Safety Communication Agency (NORCOM)*

- Take 911 calls from the public where fire or emergency medical services may be needed.
- Dispatch fire resources to calls for service.
- Manage move-ups of apparatus from local fire departments to provide backfill coverage during a significant incident.

### *King County Fire Departments*

- Support regional Memorandums of Understanding (MOUs) and response plans.

### *Northshore Utility District (NUD)*

- Coordinate water supply and components of the water distribution system for firefighting purposes.

## Resource Requirements

Resource needs may include trained fire personnel; apparatus, equipment and supplies; and access to sufficient water supply.

## References

Kirkland Fire Department Standard Operating Procedures  
Kirkland Ordinance O-4752  
Kirkland Municipal Code (KMC) 3.16 City Manager – Administrative Departments  
King County Fire Chiefs Automatic Aid Agreement  
King County Fire Resource Plan  
Northeast King County Regional Public Safety Communications Agency Interlocal Agreement  
NORCOM Operational Policy  
Washington State Fire Services Resource Mobilization Plan  
RCW 39.34, Interlocal Cooperation Act  
RCW 43.43 State Fire Service Mobilization  
WAC 296-305 Safety Standards for Firefighters

# EMERGENCY SUPPORT FUNCTION 5: EMERGENCY MANAGEMENT

## Lead Agency

Kirkland Office of Emergency Management (OEM)

## Support Agencies

Kirkland City Departments

King County Office of Emergency Management (KCOEM)

Washington State Emergency Management Division (WAEMD)

Federal Emergency Management Agency (FEMA)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 5 is to provide guidance for the direction and control of emergency management activities in the City including daily emergency management programs and incident management.

### Scope

This ESF addresses the oversight and coordination of emergency management programs and incident management, including mitigation, preparedness, response, and recovery in the City of Kirkland.

## Policies

Kirkland Municipal Code (KMC) 3.20 – Emergency Management establishes the Office of Emergency Management (OEM) and outlines its duties, including the creation of the Comprehensive Emergency Management Plan (CEMP), Emergency Operations Center (EOC) management, and establishes the Emergency Management Action Team (EMAT).

Revised Code of Washington (RCW) 38.52 – Emergency Management outlines requirements for emergency management programs in the State.

RCW 42.14 – Continuity of Government Act outlines requirements for continuity planning.

FEMA National Incident Management System (NIMS) Doctrine outlines operational systems that guide how personnel work together during incidents under the Incident Command System (ICS).

## Situation

### Incident Conditions and Hazards

#### *Daily*

The City frequently experiences situations that may cause the need for short-term incident support. Examples include, but are not limited to, technology failures, multi-car collisions, civil unrest, construction site-related injuries, isolated power outages, water distribution disruptions, or single-family structure fires. For these incidents, the OEM may provide support with logistics, communications, and/or situational awareness, as part of routine daily operations and without the need to establish the EOC.

#### *Incident*

An incident that disrupts routine City operations, or alters the community's ability to go about daily activities, and/or as described in the hazard assessment section of the base plan may necessitate the OEM to support incident management, which may or may not include activation of the EOC. Examples include, but are not limited to, earthquake, terrorist attack, pandemic, hazardous materials release, landslide, regional power failure, or weather-related transportation disruptions.

### Planning Assumptions

- Mitigation and preparedness efforts may not be adequate to address all situations; existing knowledge will be leveraged and adapted to a specific incident.
- No notice incidents may cause a delay in EOC activation.
- The OEM will be notified by City departments of major incidents that may require support for response or recovery efforts.
- City departments will support all phases of emergency management.
- City staff, including OEM staff, may be impacted by an incident and unable to respond.
- City staff are personally prepared for emergencies and understand that they may need to come to work during an incident.
- City leadership may not be immediately available or reachable during an incident.
- The City may not have enough resources to respond to all requests for assistance or to meet all community needs and may need to acquire resources from the private sector, mutual aid partners, non-governmental organizations (NGOs), and/or federal, state, or county organizations.

## Concept of Operations

### General

The OEM facilitates unique daily and incident tasks to administer a holistic emergency management program. Although tasks may interconnect or support both areas of responsibility, the focus of daily and incident actions relate to preparedness and response/recovery respectively.

#### *Daily*

Daily the OEM facilitates emergency management programs including but not limited to, delivering staff and public preparedness education and training, developing incident and emergency management-related plans, performing grants management, monitoring situational

awareness, maintaining basic disaster supplies, sustaining EOC readiness including staff training and exercise, coordinating volunteer management, and participating in regional coordination efforts.

### *Incident*

When an incident occurs the OEM facilitates, coordinates, and/or leads incident management. If the EOC is not activated support may consist of, but is not limited to, resource acquisition and/or management, on-scene technical assistance as requested by Incident Command, internal and/or external information gathering and sharing, or other efforts identified to assist with incident management. The EOC may activate when more than a field Incident Command Post is required to respond to an incident.

When the EOC is activated the OEM is lead for EOC operations and most if not all emergency management duties are suspended until such a time that the EOC has demobilized.

### **Organization**

The OEM is a division of the Kirkland Fire Department. Per the KMC 3.20, the Fire Chief is the designated Director of Emergency Services and delegates the responsibilities of the OEM to the appointed Emergency Manager (EM). Daily supervision of the OEM is provided by the Fire Chief; however, during an incident the OEM, specifically the EM, reports to the City Manager for direction and authorities.

The OEM currently has two paid staff positions. The Emergency Manager and the Emergency Preparedness Coordinator. There are also limited volunteer positions that support the OEM and program implementation. Specific roles include, but are not limited to, the Kirkland Emergency Communications Team (KECT) Leader, outreach program leads, CERT trainers, and EOC support.

Activation of the EOC is authorized by the City EM, Fire Chief, Police Chief, City Manager or designee, or at the request of a Department Director in need of support. The EM, or their designee, oversees EOC management and operations.

Designated City staff report to the EOC to coordinate response efforts and support field operations. The EOC may be fully or partially activated as determined appropriate based on the nature and extent of the incident or planned event.



The Kirkland EOC is organized as a hybrid of the Incident Command System (Figure 23). The Logistics and Finance functions have been combined into one Resourcing Section for efficiency.

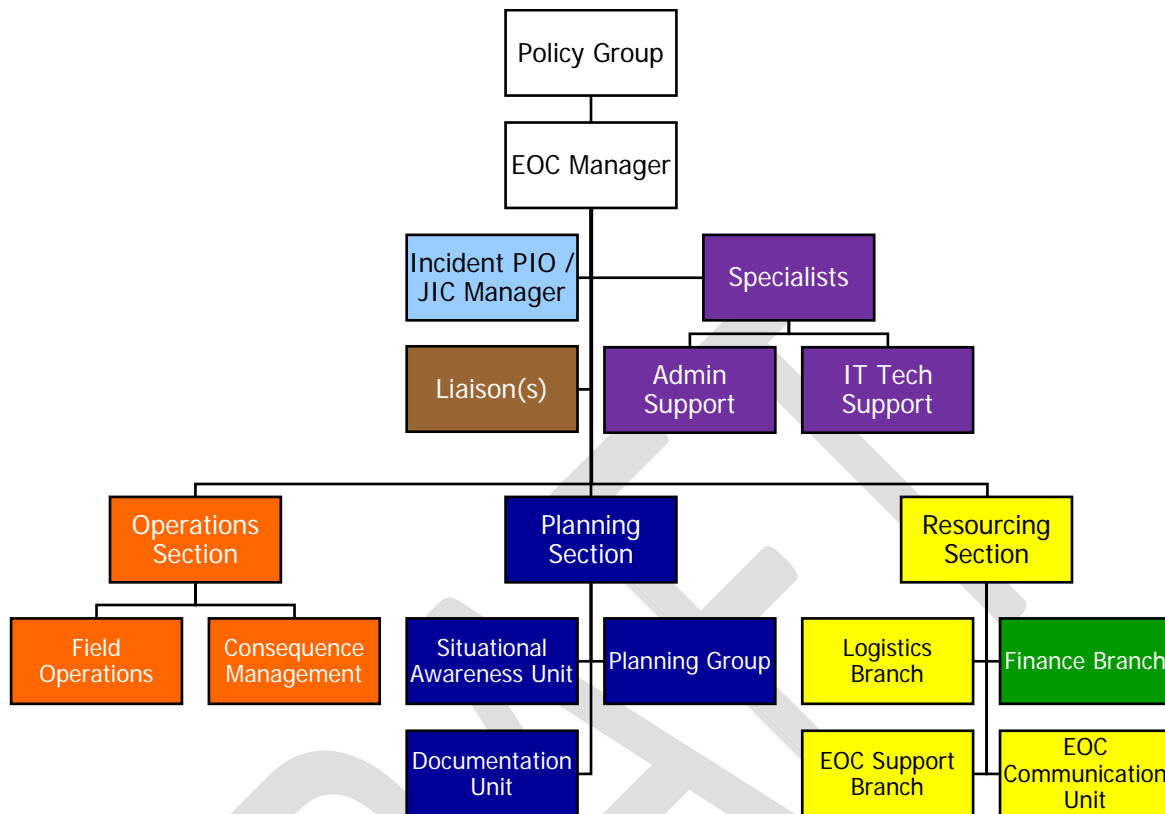


Figure 23 - Kirkland EOC Organizational Chart as of 2021.

## Incident Management

The EOC is operated by the EOC Manager. The EOC Manager and serves as the connection between the EOC and/or the field command post, the Policy Group, and private, federal, state, and/or county emergency management organizations. The EOC Manager represents the City for coordination of incident efforts with stakeholders and/or partners, and approves, in coordination with Incident Command when appropriate, incident purchases and public messaging.

The Policy Group, comprised of the City's Department Directors and lead by the City Manager, addresses policy issues brought about by the circumstances of the incident and as identified by the EM and/or the EOC.

## Operations Section

The Operations Section is responsible for providing tactical information and coordination between departments, field efforts, and the EOC. This section implements operational plans, requests and assigns resources to achieve incident objectives, and if needed facilitates incident-specific consequence management actions.

## **Planning Section**

The Planning Section is responsible for overall situational awareness, documentation, and Geographic Information System (GIS) tools. The Planning Section prepares and disseminates approved Situation Reports and Consolidated and/or Incident Action Plans (CAP/IAP). The Planning Section works with City departments and outside agencies to gather information, manages the EOC displays to facilitate a common operating picture, and performs incident records retention.

## **Resourcing Section**

The Resourcing Section is a combination of the traditional ICS Logistics and Finance functions. The Logistics Branch is responsible for ordering and tracking resource requests and coordinating support, services, and communications for on-scene, City, and EOC operational needs. The Finance Branch is responsible for projecting, monitoring, and documenting financial aspects of the incident, including but not limited to, timekeeping, incident injury or loss claims, and preparation of FEMA reimbursement forms and supporting documentation. More information is available in Emergency Support Function 7: Logistics Management and Resource Support.

## **Joint Information Center (JIC)**

The JIC is staffed by the City Communications Team and/or Public Information Officers (PIOs). The JIC is responsible for supporting the Joint Information System (JIS) efforts through monitoring, production, and dissemination of public messaging via multiple methods. The JIC functions as an extension of the EOC and/or field command post, and coordinates incident messaging with the City Manager's Office. More information is available in Emergency Support Function 15: Public Information and Affairs.

## **Procedures**

### *Daily*

The OEM facilitates and implements emergency management programs following department and City operational guidance during routine conditions. Primary workstations for OEM staff are located at the Kirkland City Hall as part of Fire Administration.

### *Incident*

The OEM notifies City leadership and key staff of potential, currently occurring, and/or impending incidents that may require a response from the City. The OEM maintains and utilizes an email distribution list of identified key staff, or may call staff directly, to provide notification of a situation. The OEM may also use the City's technology notification system, to send information to City staff. Department Directors may request an automated notification be sent to staff in their department by calling or emailing the EM.

When an Incident Commanders and/or City department contacts the EM seeking incident support, the EM may provide support remotely, directly on-scene, or through a formal activation of the EOC.

### ***EOC Activation***

The EOC may be activated by the City EM, Fire Chief, Police Chief, City Manager, or designee, or at the request of a Department Director when an incident requires coordination beyond the scope of day-to-day City operations, the Incident Command Post (ICP) capability, or the planned event support. The EM will assess the situation and determine, based on the nature and extent of this situation, the appropriate EOC activation level and opening time (Table 7).

Activation includes notification of opening to the City leadership, KCOEM, and WAEMD. See the EOC Emergency Operations Plan (EOP) for details.

EOC Activation Level		Description
<b>Not Activated</b>	<b>Daily Operations</b>	Normal daily operations including OEM staff monitoring conditions and addressing short-term or narrow-scope requests for assistance, in addition to regular work.
<b>3</b>	<b>OEM Staff Only</b>	OEM staff filling EOC functions. Mainly situational monitoring and maintaining readiness to call in additional staffing if needed. May operate for multiple operational periods but rarely includes 24/7 activities. May be onsite or remote.
<b>2</b>	<b>Partial Activation</b>	Limited EOC staff positions filled and, as needed, incident-specific EOC representatives. May operate for multiple operational periods but rarely includes 24/7 activities. Onsite effort.
<b>1</b>	<b>Full Activation</b>	All or most EOC staff positions filled, including incident-specific representatives. Operations typically occur 24/7 for multiple operational periods with federal, state, and/or county involvement for response and recovery support. Onsite effort.

*Table 7 – Kirkland EOC Activation Levels*

### ***Proclamation of Emergency***

The Proclamation of Emergency is made by the City Manager and is the legal method that authorizes the use of extraordinary measures to accomplish tasks associated with response and/or recovery to an incident. The Proclamation of Emergency must be ratified by the City Council as soon as feasible during or following the incident. The City Attorney, in coordination with the EM and/or the EOC, prepares the Proclamation of Emergency using the approved template of proclamation. The OEM is responsible for notifying via email and/or phone, appropriate federal, state, and county agencies of a City Proclamation of Emergency.

A request for the King County Executive to proclaim a State of Emergency in support of the City is made by the City Manager and/or City elected officials by phone, face to face, or email. The

OEM facilitates the formal request for support by email and/or phone to the King County Office of Emergency Management (KCOEM) by the OEM.

A request for the Washington State Governor to proclaim a State of Emergency in support of the City is made by the City Manager and/or City elected officials by phone, face to face, or email. The OEM facilitates the formal request for support by email and/or phone to the WAEMD in coordination with the KCOEM.

### ***Requests for Emergency Assistance***

If incident operational needs exceed the capability of the City and pre-designated mutual aid resources, the EM, or their designee, will request additional resources, by phone, email, or face to face, from neighboring jurisdictions and/or KCOEM.

### ***EOC Demobilization***

The decision to demobilize the EOC is made by the EM in coordination with the City Manager and, if established, field Incident Command Post. The EOC will begin demobilization planning when incident stabilization has been established. The EOC Manager position will be the last of the EOC staff to demobilize verifying that the EOC is at pre-activation operational readiness before closing the facility. Including in closing the EOC is the notification to the KCOEM and the WAEMD of the date and time of closure. Demobilization may be a phased process based on incident recovery efforts. Additional information on the process is included in the EOC EOP.

## **Mitigation Activities**

- Identify and maintain alternate and mobile EOC capabilities.
- Maintain City emergency and incident management plans, including but not limited to, the CEMP, Continuity of Operations Plan (COOP) and Continuity of Government (COG) plan, Hazard Mitigation Plan, and Recovery Framework.
- Support City mitigation projects and grant requests.
- Participate in regional planning efforts and projects.
- Cross-train City staff in EOC sections and roles.

## **Preparedness Activities**

- Maintain operational readiness of the primary, alternate, and mobile EOC's.
- Designate staff to serve as the EOC Manager and coordinate with the Policy group during activations.
- Train individuals who will staff the City EOC.
- If no incident activations have occurred in a given calendar year; conduct an EOC exercise to test plans and staff readiness.
- Monitor ongoing situational awareness and share warnings and/or information with City departments and response partners on risk potential and developing situations.
- Coordinate with neighboring jurisdictions, the county, and the state on emergency management plans, exercises, and support.
- Maintain working relationships with and updated contact information for partner agencies.
- Manage the City's Emergency Management Performance Grant (EMPG).
- Manage the City's Emergency Management Action Team (EMAT).

- Maintain an updated public website with emergency preparedness information, conduct preparedness classes, and distribute a bi-monthly virtual community newsletter with emergency preparedness information and local resources.
- Provide regular updates to the City Manager on emergency management programs and projects.
- Encourage emergency preparedness and facilitate preparedness activities for staff.
- Conduct outreach events to educate community members on emergency preparedness, including participating in and/or hosting business outreach, public farmers markets, neighborhood gatherings or meetings, faith-based or school functions, and other opportunities as identified.
- Conduct preparedness training, including but not limited to, the Community Emergency Response Training (CERT) program.
- Manage the Kirkland Emergency Communications Team (KECT).
- Maintain a resource of pre translated basic emergency messaging.

## Response Activities

- Manage all aspects of EOC activations and make notifications to City leadership and key staff, the County, and the State when the EOC is activated.
- Coordinate incident management with federal, state, and county agencies, and/or local EOCs, as appropriate.
- Maintain situational awareness and share information with City leadership, key staff, and response partners as appropriate.
- Gather and document reports of damage and/or disruption to operations in the City and with interdependent partners.
- Track incident financial information.
- Establish the connection between the EOC and the City Manager and/or Policy Group.
- Provide support for responders and/or field personnel.
- Coordinate with response partners.
- Request spot forecasts from the National Weather Service (NWS) as needed.
- Provide on-scene support, coordination, and/or resource management when requested.

## Recovery Activities

- Support the development of a prioritized list of damaged infrastructure and assets in Kirkland.
- Support preliminary damage assessment (PDA) information gathering. Submit PDA to King County as requested.
- Track and report financial information for potential reimbursement opportunities.
- Archive incident and/or EOC documentation.
- Coordinate EOC after-action reporting for activations and exercises and implement improvement plans.
- Support replenishment of City resources that were consumed during an incident.
- Assist with transition from response to recovery activities.

## Responsibilities

### Lead Agency – Kirkland Office of Emergency Management (OEM)

- Coordinate incident management support and lead EOC activations.
- Facilitate Emergency Management training and exercise.
- Coordinate with local, federal, state, and county organizations, and/or support partners.
- Provide updates on incident progression and/or status to City leadership and identified key staff.
- Develop City emergency and/or incident management plans including, but not limited to, the CEMP and ESFs, the COOP/COG, the HMP, and the EOP.
- Provide training to City staff on incident response roles and personal preparedness.
- Conduct community outreach and training to the Kirkland community via presentations, classes, newsletter, attending events and meetings, and other identified strategies.
- Participate as part of the Recovery Team.
- Manage OEM volunteers and approve incident emergency worker applications.
- Determine EOC activation level, serve as the EOC Manager, and develop the initial EOC staffing plan.
- Establish EOC operational objectives, approve EOC resources requests, and oversee the incident PIO/JIC functions, including serving as an incident spokesperson when needed.
- Coordinate with the Policy Group during incidents.
- Coordinate with healthcare, schools, non-governmental, faith-based, community-based, and private-sector partners, as needed.
- Attend and/or host training, seminars, meetings, and other events to develop working relationships with external partners.
- Maintain the City's catastrophic disaster supply program.
- Manage and/or assist with grant programs and funds.
- Lead the development, approval, and dissemination of the City Proclamation of Emergency.
- Assist in tracking costs and documentation related to incident response efforts.
- Manage the development of After-Action Reports (AARs) after EOC activations and exercises.
- Implement EOC demobilization and make resources ready for future needs.

### Support Agencies

#### *All Kirkland City Departments*

- Carry out responsibilities as outlined in the CEMP Base Plan and the ESFs. Each ESF has detailed responsibilities for the lead and support agencies for incident activities.
- Provide representatives to the EOC as requested.
- Make employees aware of their work duties and/or identify and support training of roles during an incident.
- Provide staff and expertise to assist with the creation and updating of emergency plans.
- Department Directors or their designees will report the following information to the EOC as requested: department situation/operational status, projected needs, and operational plans.
- Establish and maintain internal lines of succession for leadership positions and train individuals in the line of succession in the responsibilities of the position, department operating procedures, and policies.



- Provide one regular and at least one alternate staff member to serve on the EMAT and commit to sharing EMAT information throughout their department.
- Provide subject matter expertise when needed during an incident.
- Maintain documentation of supplies, staff, and procedures that may be used during an incident.
- Identify department-level essential activities and develop continuity plans to sustain essential operations.
- Make the OEM aware of any potential or actual incidents which may require additional support.

#### *King County Office of Emergency Management (KCOEM)*

- Coordinate regional planning efforts.
- Convene meetings of regional Emergency Management professionals.
- Maintain the King County Regional Hazard Mitigation Plan and Comprehensive Emergency Management Plan
- Provide staff support to the Kirkland OEM and/or EOC, as requested.
- Provide a 24/7 on-call Emergency Management Duty Officer to assist with new or developing incidents.
- Maintain regional emergency management and incident plans including the Recovery Framework and the Regional Coordination Framework.
- Facilitate the Emergency Management Advisory Committee (EMAC) and workgroups.
- Coordinate the King County Local Emergency Planning Committee (LEPC).
- Serve as a liaison between the City and County departments, as needed.
- Facilitate the ALERT King County program for non-life-threatening emergency notifications.
- Provide training and exercise opportunities to the City.
- Issue Emergency Alert System/Wireless Emergency Alerts for the City.
- Notify the City of National Response Coordination Center (NRCC) reports or National Weather Service (NWS) warnings.
- Host the OnSolve notification system for City use.

#### *Washington State Emergency Management Division (WAEMD)*

- Provide coordination of State resources to support the City.
- Issue State Mission numbers to the City when requested.
- Notify the City of NRCC or Spill reports when appropriate.
- Facilitate the requisition of resources under WAMAS or from other states through the Emergency Management Assistance Compact (EMAC).
- Request and coordinate Federal resources through the Federal Emergency Management Agency (FEMA).

#### *Federal Emergency Management Agency (FEMA)*

- Coordinate resource request fulfillment that cannot be met at the State level.
- Support City engagement in assistance programs made available by a Presidential Declaration of Emergency.
- Facilitate the EMAC process for resource deployment and acquisition.

## Resource Requirements

Resource needs may include a physical location for the establishment of an EOC; trained EOC staff; and appropriate physical and technology support tools. Minimum EOC requirements include basic infrastructure such as power and water; work stations, and general office supplies. Preferred EOC capability resource requirements include the above as well as IT hardware and software solutions; nutrition capabilities; and documented plans and procedures to support incident management.

EOC staff will need to bring appropriate resources based on the location and type of EOC established, which may include computer capabilities; communications devices (such as mobile phones and/or radios); and appropriate support materials and documents to their role in the EOC.

## References

City of Kirkland Emergency Operations Plan (EOP)  
City of Kirkland Emergency Proclamation Template  
City of Kirkland Situation Report Template  
KMC 3.20 – Emergency Management  
King County Comprehensive Emergency Management Plan (CEMP)  
RCW 38.52 – Emergency Management  
RCW 42.14 – Continuity of Government Act  
National Incident Management System (NIMS)  
National Response Framework (NRF)

# EMERGENCY SUPPORT FUNCTION 6: MASS CARE, HOUSING, AND HUMAN SERVICES

## Lead Agency

Kirkland Parks & Community Services Department (PCS)

## Support Agencies

Kirkland Office of Emergency Management (OEM)

Kirkland Human Resources Department (HR)

Kirkland Police Department (PD)

Kirkland Fire Department

Kirkland Public Works Department (PW)

Kirkland Planning & Building Department (P&B)

Kirkland City Manager's Office (CMO) – Facilities Division

Public Health – Seattle and King County (PHSKC)

Regional Animal Services of King County (RASKC)

American Red Cross (ARC)

Non-Profit Organizations

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 6 Mass Care is to describe the coordination of non-medical mass care services for the Kirkland community affected by an incident.

### Scope

This ESF addresses the coordination and implementation of mass care services, that may include but are not limited to, human and pet shelter and/or housing, feeding, mental/emotional support, distribution of basic need supplies, and disaster aid assistance.

### Policies

Kirkland Title VI Policy Statement: The City of Kirkland assures that no person shall on the grounds of race, color, national origin, or sex, as provided by Title VI of the Civil Rights Act of 1964 as amended, and the Civil Rights Restoration Act of 1987 (P.L. 100.259) be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any of its programs and activities.

In accordance with the requirements of Title II of the Americans with Disabilities Act of 1990 (ADA), the City of Kirkland will not discriminate against qualified individuals with disabilities on

the basis of disability in its services, programs, or activities. Shelter and mass care operations will be in accordance with these requirements and other federal and state laws related to access and functional needs whenever possible based on the incident.

Per Kirkland Municipal Code (KMC) Chapter 8.09 Animal Control Authority, animal care and control services in Kirkland are provided by Animal Control through the PD.

Kirkland Resolution R-5434 affirms that Black Lives Matter and establishes a framework to improve the safety and respect of black people in Kirkland.

The National Pets Evacuation and Transportation Standards (PETS) Act of 2006 (HR 6858) dictates that the City will make available pet shelter facilities to the extent practical, recognizing that the City may have limited availability to provide these services directly and may rely upon mutual aid or other outside support for this function.

Washington Administrative Code (WAC) 118-04 – Emergency Worker Program outlines the classification and requirements for emergency worker volunteers.

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288) as amended makes resources and individual assistance available for mass care operations.

FEMA Disaster Assistance Policy 9523.19-Eligible Costs Related to Pet Evacuation And Sheltering (DAP 9523.19) provides specific guidelines on reimbursable expenses regarding incident-related animal care.

## Situation

### Incident Conditions and Hazards

Kirkland is subject to several hazards, primarily its geographical location between the South Whidbey Island Fault and the Seattle Fault earthquake zones. In addition, a State roadway is within city limits, creating risk for hazardous materials incidents and impacts.

These hazards may cause cumulative impacts that could disrupt utility, communications, medical, transportation, and food service systems at the same time. Such impacts may result in an unmet community need for food, shelter, housing, mental health support, and/or other mass care services.

The nature of structural damage or service disruption from an earthquake may force Kirkland residents to seek alternative shelter outside of their regular housing situation. In addition, there may be a transient population consisting of tourists, visitors, students, people who work in Kirkland but live elsewhere, or persons experiencing homelessness that may seek mass care services during an incident. Some Kirkland residents may be able to secure alternate accommodations; however, in a catastrophic incident, they may be unable to do so right away.

Although homes may be undamaged, the absence of utilities could also force people to seek short or long-term mass care support.

The City has a limited capacity for providing mass care services for medically fragile individuals or others who may require alternative support services. This makes the City dependent on

support from partner organizations to provide appropriate mass care services to the whole community.

## Planning Assumptions

- Mass care needs may overwhelm social and/or human service agencies.
- The City may need to provide mass care services with little to no external resources potentially limiting the level of service delivery.
- The incident may necessitate the provision of emergency food, water, shelter, clothing, childcare, and/or mental health support for survivors and emergency workers.
- Mass care services will be provided to community members without regard to economic status or racial, religious, political, ethnic, or other affiliations or gender expression and/or sexual orientation.
- The City will endeavor to leverage appropriate resources to provide fair and equitable access and services to the whole community of Kirkland, whenever possible based on the incident.
- A portion of the Kirkland population may be displaced from their homes, lack power or other utilities for an extended period of time, or be unable to leave or access their home.
- Disaster assistance may be provided by individual insurance, local disaster organizations, and various federal, state, and government agencies.
- Impacted individuals may prefer to remain with or near their homes.
- Individuals will seek information and support from a variety of sources, which may include but are not limited to, media, neighbors, public officials, shelters, and public buildings such as City Hall and fire or police stations.
- Assistance is dependent on the incident and may include specialized resources and considerations for vulnerable, Limited English Proficiency (LEP), accessibility, functional, or medical needs populations, children, and the general public.
- Roads may be disrupted or blocked, which may make it difficult for the movement of mass care supplies, for displaced residents to access their homes, or for survivors to reach mass care services.
- The supply chain for mass care service resources may be limited or broken due to the incident, reducing the level of service the City may be able to provide.
- Unique needs of children may include but are not limited to concerns for safety and welfare in a shelter setting, reunification with a parent or guardian, and age-specific communication, social, and comfort needs.
- The City does not have the capacity for large animal sheltering.
- The City endeavors to support mass care services for individuals with special needs.
- A Presidential Disaster Declaration may make additional assistance available to eligible individuals.
- Disruption to public transportation services may reduce access to shelters or other mass care services for some individuals.
- Individuals in the custody of Kirkland PD Corrections Division may require additional or specialized mass care services.
- Resources from the nonprofit and the private sector may be leveraged for response and recovery efforts.
- The City of Kirkland has numerous parks, open spaces, and ball fields that may accommodate vehicles, recreational vehicles, tents, or other temporary shelter capabilities.

- The City does not have the appropriate resources or staff to operate medical needs or skilled healthcare shelters.
- The City will make every reasonable effort to utilize facilities that are compliant with applicable laws pertaining to accessibility.
- The City will make every reasonable effort possible to offer mass care services and information in a method that the public, including LEP and vulnerable populations, can understand.

## Concept of Operations

### General

The decision to provide mass care services, in part or fully, will be made based on the assessment of incident needs, and with the approval of the City Manager or their delegate.

The Parks and Community Services Department (PCS) will lead coordination and delivery of mass care services with the support of City departments and partner agencies as appropriate. Mass care includes, but is not limited to, the provisions for human and animal sheltering, disaster housing, community feeding, sanitation, mental/emotional support, basic medical first aid, and disaster assistance consisting of support with identification, legal, employment, and/or childcare matters.

Mass care services are typically accomplished in coordination with regional mass care service providers available through the federal, state, or county governments or non-governmental organizations. In addition, the City may reach out to schools, faith-based organizations, non-profits, volunteer groups, or other partners for support in the delivery of mass care services.

Mass care services will be delivered as appropriate to the incident and services being offered. Typically sheltering is an onsite facility. Reception centers as well as feeding and disaster assistance may be provided by in-person, drive-through, or virtual access by phone or other technology capabilities. Available methods of notification will be utilized to support outreach to the whole community.

The City may establish a Disaster Recovery Center (DRC) independently or in partnership with FEMA, as appropriate to the incident to assist with the delivery of individual disaster assistance and programs.

General population shelter type and size determination will be guided by King County Regional Shelter Types Table and operations will be based on American Red Cross Shelter Operations guidelines and procedures to the greatest extent possible. The City maintains a list of identified preferred shelter facilities that will be reviewed at the time of need to determine the safest and most appropriate location for a specific incident. Shelter staff may consist of City staff, partner agencies, or City volunteers registered as WA. State Emergency Workers.

The City will integrate National Center for Missing & Exploited Children (NCMEC) protocols to facilitate the identification and reunification of children with their families through the PD. The PD will take the lead on managing unaccompanied minors in mass care settings.

The City will work with PHSKC to support their efforts to establish alternate care site(s) for individuals with medical needs beyond the capabilities of a general population congregate



shelter when needed. In addition, PHSKC will be requested to assist the City to deliver sanitation and/or basic first aid services as appropriate.

The City will endeavor to accommodate the specific needs of unique populations when providing mass care services. This may include the needs of persons affected by court-ordered limitations or restrictions, registered offenders, or other populations with a legal justification for alternative arrangements.

The City will coordinate mental/emotional health services and disaster housing and assistance to the community in coordination with response partners, non-profit organizations, and other community service providers.

The City has a limited capacity for animal services and may need to partner with federal, state, or county government agencies, or non-government organizations to accommodate animal mass care needs. The City of Kirkland PD Animal Control Officer will coordinate with PCS and other partner agencies to support and implement animal mass care services. When possible, pet shelters will be co-located with human shelters to facilitate animal care by pet owners. Service animals will be allowed to shelter with their owners whenever possible.

If large animal owners need mass care support for their pets, the City may look to coordinate large animal support with the County or non-government organizations, for the limited number of horses that reside within the city limits.

The City will facilitate community feeding by leveraging private and non-government support from schools, restaurants, grocery retailers, and/or commercial food service providers. Nutrition services will be facilitated in coordination with Emergency Support Function 8: Public Health and Medical Services.

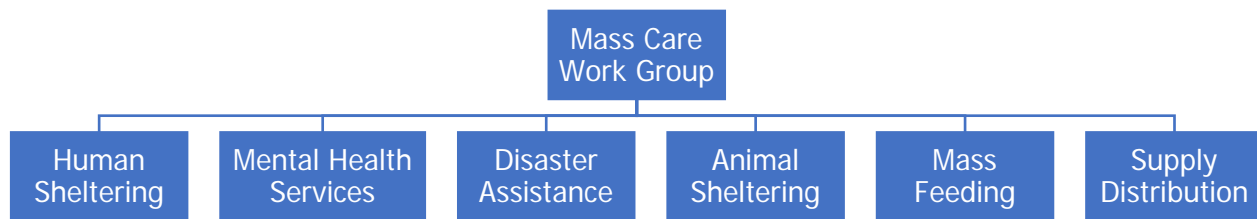
The City may establish Commodity Points of Distribution (CPODs) to facilitate the delivery of basic needs supplies to the community.

The City will communicate the availability of mass care services openly and widely through as many methods and resources as possible, including but not limited to word of mouth, engagement of cultural, faith-based, and community organizations, digital and broadcast media, reader boards and signs, translation interpreter services, pre-scripted and translated print materials, pictograms and infographics, and/or other identified and available methods at the time of need. Media inquiries will be handled through the incident Public Information Officer and/or the Joint Information Center, in coordination with Emergency Support Function 2: Communications, Information Systems, and Warning.

## Organization

Based on best practices from past disasters, the City plans to establish a Mass Care Workgroup to coordinate and facilitate mass care services during an incident. The group will be led by a representative from PCS and include participation from government and non-governmental organizations with the resources and staff to assist the City in providing mass care services and will be organized into functional areas (Figure 24). The workgroup will include representatives coordinating Emergency Support Function 6: Mass Care, Housing, and Human Services and

Emergency Support Function 11: Agriculture and Natural Resources missions and following ICS principles, will be adaptable and flexible to address the specific needs of a given incident.



*Figure 24 - Kirkland Mass Care Workgroup Functional Areas*

Core functions and participation in the Mass Care Workgroup will be dictated by incident-specific needs and may include mass care services not shown in Figure 24. The Mass Care Workgroup may transition to recovery efforts as community needs may be ongoing after the incident response period, in coordination with Emergency Support Function 14: Short and Long-Term Community Recovery.

Mass care services are delivered through a combined effort of City and partner support. To facilitate the delivery of services the PCS divisions will coordinate specific areas of service.

- PCS Recreation Division will coordinate shelter and feeding operations.
- PCS Human Services Division will coordinate mental/emotional health services and disaster assistance.
- PCS Maintenance staff will coordinate supply distribution.

The Police Department will coordinate animal sheltering through the Animal Control division.

## Procedures

The need to implement mass care services in Kirkland will initially be assessed by the Emergency Manager (EM) and/or EOC, if activated, as part of situational awareness for an incident. If it is determined the community would benefit from mass care support, the EM/EOC will notify, via phone or in person, the City Manager's Office of the need to activate the Mass Care Workgroup followed by calling or meeting with the Director of PCS, or their designee.

The overall procedures for implementing mass care in Kirkland will include five key steps:

1. When notified by the EM or PCS Director stand up the Mass Care Workgroup. PCS will identify a lead for the workgroup who will make an invitation to participate to incident-appropriate support partners via phone, email, or face to face. Not every workgroup activation will include all potential partners, but every effort will be made to be inclusive of as many agencies as necessary and manageable. This working group will meet as needed to support fair and equitable access to services, identify unique populations or situations that need specific attention, and serve as a holistic approach to mass care efforts.
2. The Workgroup will perform a needs assessment to gather information on the actual, potential, or perceived need for assistance. The assessment may consist of phone calls, a review of situational awareness information from the EM or EOC, a community survey, or another incident-appropriate method, based on resources and as time allows. The

purpose of the assessment is to determine the scope of work for the Mass Care Workgroup. Ongoing assessment of needs will occur throughout the incident.

3. The Workgroup will develop and document concepts of operations, logistical requirement packages, and staffing needs for support of the missions identified in Step 2. These documents will serve as guides for the implementation of actions.
4. The Workgroup will implement the plans developed to meet the needs of the community.
5. The Workgroup will monitor the implementation, identify additional or new opportunities for support, coordinate with partners to maintain, sustain, and evaluate the effectiveness of delivery of mass care services. The group will adapt and adjust the services and/or implementation of support as appropriate to the incident, community feedback, and resources available.

Specific to mass care operations, City staff will work to identify the safest areas/facilities possible, given incident impacts, for mass care activities. Starting with a pre-determined list of site options, representatives from PCS, P&B building inspection, Fire Marshal or designee, police, and facilities will assess the structures for safety and use. This team will use documented procedures and checklists for evaluating the potential locations.

Shelter operations are performed on site by City staff, partner agency staff, and at times volunteers. Shelter activities may include, but are not limited to, setup, registration, intake, space allocation, feeding, sanitation, clothing distribution, basic health and medical screenings and/or assistance, mental/emotional support, individual assistance program delivery, ongoing operations, transition out of the shelter site, and demobilization. Services will be provided in person, with regard and respect for the privacy and confidentiality of clients and workers. The EOC Resourcing Section will provide logistical support to shelter operations using the standard resourcing process. Detailed shelter procedures will be determined at the time of the incident based on the type, location, and services provided at the shelter site.

Public information regarding mass care service availability and locations will be coordinated by the Joint Information Center (JIC), and/or the City Communications Manager. Messaging will be provided using the City's social media accounts, website, and press releases or conferences. In addition, the JIC and/or Communications Manager will leverage reader boards, print material, and community signage to share the information. The JIC will contact community organizations, including but not limited to faith-based, social, and cultural groups via email, social media, and/or phone to assist in reaching the whole community. The JIC will use the City's contracted translation services, whenever appropriate and possible, to support the delivery of the messaging in multiple languages and formats to reach LEP and special needs populations.

Feeding programs will be delivered at identified sites by the PCS Recreation Division utilizing the established Senior Lunch Program model. Food and needed supplies for feeding programs will be obtained in coordination with Emergency Support Function 7: Logistics Management and Resource Support.

The PCS Human Services Division will coordinate mental/emotional health services and/or referrals for impacted community members with providers by phone, email, in person, or through the Mass Care Workgroup.

An in-person or virtual DRC may be stood up to coordinate the delivery of and connection to individual assistance, long-term housing assistance, medical assistance, or the delivery of other mass care services. The decision to stand up a DRC will be made by the EOC as incident response and recovery dictates, in coordination with Emergency Support Function 14: Short and Long-Term Community Recovery. The Human Services Division will coordinate the DRC, which may be staffed by City staff, FEMA, emergency worker volunteers, or representatives from partner organizations.

FEMA may assist individuals and households through their Individual Assistance Program, which includes:

- Mass Care and Emergency Assistance (MC/EA);
- Crisis Counseling Assistance and Training Program (CCP);
- Disaster Unemployment Assistance (DUA);
- Disaster Legal Services (DLS);
- Disaster Case Management (DCM); and
- Individuals and Households Program (IHP), comprised of two categories of assistance: Housing Assistance (HA) and Other Needs Assistance (ONA).

Kirkland Animal Services leads the coordination of pet sheltering as well as care and coordination of unclaimed, abused, ineligible, or aggressive animals who may not be suited to a congregate animal shelter. Standard operating procedures and resources will be used whenever possible and as resources allow within an incident. Due to limited onsite animal containment and care options, animal control will contact and partner with local veterinarians, animal rescue organizations, and/or individuals that can assist in providing animal care and/or housing.

### Mitigation Activities

- Maintain a City Mass Care plan.
- Harden infrastructure, including but not limited to, alternate power sources, at key City facilities identified to support mass care service delivery.
- Maintain on-site mass care supplies (cots, blankets, pet crates, etc.).
- Provide personal preparedness public education on the need for each household to be "2 Weeks Ready".

### Preparedness Activities

- Maintain city facilities, infrastructure, and supplies that support mass care operations.
- Develop relationships with potential mass care sites not owned by the City.
- Provide and participate in training opportunities for City staff and volunteers for ESF 6 related-duties, including shelter worker training.
- Develop and participate in drills and exercises to test mass care capabilities.
- Maintain relationships and updated contact information for personnel and support agencies that may assist with mass care activities.
- Maintain inventory lists of mass care supplies and locations.

### Response Activities

- Activate the Mass Care Workgroup.
- Provide mass care services.
- Coordinate mass care services with partner agencies/organizations.

## Recovery Activities

- Provide mass care services during the transition to long-term recovery.
- Coordinate long-term housing needs of the community during the transition to long-term recovery.
- Conduct assessment of community mass care needs for planning transition to long-term recovery.
- Demobilize shelters and mass care operations.
- Return mass care locations to pre-incident status.
- Restock or replace expended mass care supplies.
- Support delivery of mental health programs for survivors and incident personnel.
- Provide referrals for long-term services.

## Responsibilities

### Lead Agency – Kirkland Parks & Community Services Department (PCS)

- Act as the lead agency for coordination of incident mass care services.
- Chair Mass Care Workgroup.
- Coordinate shelter operations including site selection, supply acquisition, staffing, and logistics for operation and sustainment.
- Coordinate the distribution of basic needs, including but not limited to, food, clothing, and medications.
- Coordinate the utilization of City facilities and/or community sites for use as mass care service delivery locations.
- Coordinate mental/emotional and disaster assistance services.
- Provide vehicles, supplies, and personnel to transport mass care supplies as resources allow.
- Coordinate the transport of survivors to mass care facilities if needed and as able.
- Coordinate medical care services with Public Health – Seattle and King County and/or other medical services agencies, as needed.
- Coordinate animal care and services with Kirkland Animal Control.
- Develop and maintain mass care agreements, documentation, inventory, and capability.
- Maintain a current list of potential shelter locations in the City.
- Coordinate non-profit and private resources to meet short and term services for survivors.
- Serve as lead for long-term mass care needs in coordination with federal, state, and county governments and non-government organizations and private entities.

## Support Agencies

### *Kirkland Office of Emergency Management (OEM)*

- Establish and maintain overall incident situational awareness.
- Evaluate the need for and initiate notification and approvals for implementation of mass care operations.
- Facilitate logistical support for mass care.
- Authorize registration of emergent volunteers as emergency workers in accordance with Washington State's Emergency Worker Program.
- Coordinate with federal, state, and county representatives for support to mass care efforts and individual assistance services.

#### *Kirkland Human Resources Department (HR)*

- Identify City staff available to assist with mass care services.
- Coordinate registration of emergent volunteers as emergency workers in accordance with Washington State's Emergency Worker Program.

#### *Kirkland Police Department (PD)*

- Provide security consultation and/or protection at mass care sites, as appropriate and able.
- Coordinate the delivery of mass care services for individuals under the care of Kirkland Corrections.
- Support reunification of unaccompanied minors and/or vulnerable persons.
- Provide Animal Control services for the City
  - Coordinate reunification of pets with owners.
  - Assist in placing stray or injured pets and animals with local veterinarians, shelters, or kennels.
  - Assist with animal sheltering operations.

#### *Kirkland Fire Department*

- Support delivery of first aid services at mass care sites, as resources allow.
- Provide fire safety inspections of mass care sites and monitor mass care operations for potential fire code or safety concerns.

#### *Kirkland Public Works Department (PW)*

- Assist in providing logistical resources, including but not limited to, potable water, traffic flow, and supply movement for mass care efforts.
- Coordinate removal of solid waste from City managed mass care sites.
- Provide maintenance or modifications for vehicles needed for mass care operations.

#### *Kirkland Planning & Building Department (P&B)*

- Provide structural building safety inspections of potential mass care sites.

#### *Kirkland City Manager's Office (CMO) – Facilities Division*

- Support selection and operational readiness of sites identified to provide mass care services.
- Maintain operational status of generators at City facilities identified as potential shelter locations.

#### *Public Health-Seattle and King County (PHSKC)*

- Provide mass care services for medically dependent or fragile community members.
- Review, inspect, and approve mass care sites, as necessary and appropriate.
- Provide assistance in coordinating medical support at mass care sites.
- Coordinate and provide public health technical assistance for mass care and feeding operations.
- Provide guidance and direction for the care of deceased shelter clients.

#### *Regional Animal Services of King County (RASKC)*

- Provide assistance for sheltering and care of pets and livestock.



### *American Red Cross (ARC)*

- When requested, provide shelter staff, supplies, and operational support as incident conditions dictate and allow and in accordance with the Disaster Relief Act of 1974 (P.L. 93-288, as amended by the Stafford Act).
- Provide opportunities for shelter and mass care training pre-incident.
- Provide individualized client services through casework to assess the immediate needs of a client to connect them with items, financial assistance, and/or referrals to local resources to meet immediate needs.
- Provide health and mental health professionals to assist with emergency first aid, medical and mental health assessment, and crisis intervention as resources allow.

### *Non-Profit Organizations*

- Participate in the Mass Care Workgroup as incident needs necessitate.
- Provide resources and services to support the community.

## **Resource Requirements**

Resource needs may include physical space; trained staff; and equipment and supplies to care for human and domestic animal needs during incident management.

## **References**

Kirkland Mass Care Plan (2021)

City of Kirkland Americans With Disabilities Act (ADA) Notice

Kirkland Resolution R-5434

Kirkland Title VI Policy

King County Regional Mass Care Plan

King County Regional Shelter Types Table

King County Regional Sheltering and Mass Care Decision Tree

American Red Cross (ARC) Shelter Operation Workbook

Washington Administrative Code (WAC) Chapter 118-04 Emergency Worker Program

FEMA P-785 Shelter Field Guide

Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288)

Americans with Disabilities Act of 1990

Pets Evacuation and Transportation Standards (PETS) Act (42 U.S.C.A. § 5196a-d (2006))

FEMA Disaster Assistance Policy 9523.19-Eligible Costs Related to Pet Evacuation And Sheltering (DAP 9523.19)

# EMERGENCY SUPPORT FUNCTION 7: LOGISTICS MANAGEMENT AND RESOURCE SUPPORT

## Lead Agency

Office of Emergency Management (OEM)

## Support Agencies

Finance & Administration Department (F&A)

Human Resources Department (HR)

City Manager's Office (CMO)

City Attorney's Office (CAO)

King County Office of Emergency Management (KCOEM)

Washington State Military Department Emergency Management Division (WAEMD)

Federal Emergency Management Agency (FEMA)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 7 Logistics is to describe the coordination of fulfillment of requests for goods and services and personnel resources for an incident.

### Scope

This ESF addresses the coordination and process of resourcing, including, but not limited to, procuring incident operational supplies and/or facility space, contracting services, personnel administration, resource disposition, donations management, and the Washington State Emergency Worker Program.

## Policies

City of Kirkland Procurement Manual (2020)

City of Kirkland Purchasing Card Program & Policy Manual (2019)

Kirkland Municipal Code (KMC) 3.20.070 – Emergency powers outlines City authorities and purchasing powers, including those provided for in RCW 38.52.070.

KMC 3.85 – Purchasing provides procedures for the purchase and disposition of goods, services, and public works by the City in compliance with applicable state and federal laws. Includes procurement requirements for waiving competitive bidding during an incident.

Washington Administrative Code (WAC) 118-04 directs how volunteers will be registered as Emergency Workers through the WAEMD Emergency Worker program and be provided assignments appropriate to their qualifications and abilities.

Revised Code of Washington (RCW) 35.21.100 grants the City authority to accept donations.

In accordance with RCW 38.52.020, the City shall have the power to contract and incur obligations necessary to perform incident management, protecting the health and safety of personnel and property, and providing emergency assistance to survivors.

RCW 38.52.070 grants the City authority to temporarily waive procurement practices, contract procedures, bidding requirements, and other outlined purchasing procedures and formalities for expediency during an incident.

RCW 38.56 establishes the Washington Intrastate Mutual Aid System (WAMAS), of which the City is a member, and by which the City may request resources from any political subdivision in the State which has not opted out of the system.

RCW 39.04 outlines exemptions for competitive bidding requirements when awarding contracts for public works and contracts for purchases in the event of an incident.

Code of Federal Regulations 44 CFR 13.36 Procurement guides the City's procurement processes and will be followed as possible based on the incident.

In accordance with Executive Order 12549, no purchases using federal funds shall be made with agencies that are federally debarred.

Public Law 104-321 establishes the Emergency Management Assistance Compact to provide mutual assistance between states and cooperation for exercises and training.

## **Situation**

### **Incident Conditions and Hazards**

An incident may damage or limit the existing resources needed to maintain essential City services. Certain incidents may significantly impact transportation infrastructure and/or vendor operations and may inhibit the availability and flow of resources into and within the City.

A large-scale incident may cause significant unexpected expenses to the City with the potential to impact the City's financial status which may affect employment, services delivered, and/or the City's financial reserves. Hazards such as earthquakes or severe weather may cause a significant increase in demand for needed resources both for public consumption and City response that may impact the City's ability to respond. Incidents such as significant economic or public health crises may also create a sudden spike in demand for resources and/or a lack of finances to procure needed resources.

The City also, in some cases, rents equipment as opposed to purchasing equipment, which may limit the availability of such equipment during an incident.

## Planning Assumptions

- City resources will be insufficient to meet the needs of a catastrophic incident, and external assistance will be necessary to respond and recover.
- The City will have to compete with other jurisdictions and potentially private sector organizations for critical resources.
- The City cannot anticipate or plan for all potential resource needs for all incidents.
- There may be a delay in obtaining resources during an incident.
- Procurement processes may be altered or suspended during a proclaimed emergency.
- The City Manager and City Council will be made aware of expenditures over \$50,000.
- Incident staff will follow KMC Chapter 3.85: Purchasing.
- The Municipal Research and Services Center (MRSC) Vendor Roster and State Contracts may be leveraged to find resources during an incident.
- Requested resources may not be available to the City.
- KCOEM, WAEMD, and/or FEMA will support the fulfillment of City resource requests.
- Vendors will have continuity plans.
- The City will have funding resources adequate to allow for the procurement of resources.
- The public will make donations to the City.
- Suppliers will accept credit card payments or invoice the City.
- The City is dependent on outside vendors or sources for a variety of resources and may be in competition with other clients for needed resources during an incident.
- The City lacks an extensive collection of on-hand incident response and recovery supplies, such as potable water, food stocks, and construction material.
- The City is dependent on outside sources for basic utilities, including power and internet, to process the City's primary method of payment for goods and services.
- Acquisition of supplies is dependent on the vendors' stock and operational capability to meet the needs of the City.

## Concept of Operations

### General

The City Manager, or their designee, has overall control of resource management for the City. Delegation for resource allocation decisions is provided to Department Directors/Chiefs and/or the Emergency Manager (EM) for most incidents. If resource prioritization is necessary the City Manager, or designee, will inform Department Directors of City priorities and resource allocations. The City Manager, a Department Director/Chief, and/or the EM may represent the City during regional incidents when resource prioritization and/or allocation discussions and/or decisions occur.

When a State of Emergency has been proclaimed by the City Manager or their designee, daily City purchasing thresholds may be adjusted and/or suspended for the duration of the proclamation. The City Manager delegates to the EM/EOC spending approval as determined by the incident. Department Directors and/or Chiefs retain their daily spending approvals during a proclamation.

The OEM and/or the Resourcing Section of the EOC, if activated, will coordinate resource ordering and deployment to support field responders, restoration of critical infrastructure, the continuation of essential services and government, and address incident objectives. Resource

requests will be made and tracked using the City of Kirkland ICS 213 Resource Request Form (ICS 213 RR). Resource management is achieved through a tiered system from the local level up to the national level as the incident dictates. When City resources have been or are expected to be exhausted or overwhelmed, including automatic and mutual aid, and commercial vendors are unable to meet the needs of the City, assistance will be requested from the KCOEM. If KCOEM cannot fulfill the request, a request will be made to WAEMD. If WAEMD is unable to fulfill the request, a request will be made to FEMA for federal resources or coordination of support across state lines via the Emergency Management Assistance Compact (EMAC) program.

Every effort will be made to source needed resources from within City Government before making external resource requests. External requests will engage Kirkland-based businesses and organizations whenever possible, followed by cooperative contracts.

The City's primary procurement method is via Purchasing Card (P-Card), with vendor accounts established for a few specific needs. The EOC maintains a list of P-Card holders. Additional information related to P Card use is outlined in the City Purchasing Card Program & Policy Manual and the Kirkland Procurement Manual.

The City has established financial support measures to assist with incident expense tracking, including project codes and a small budget allocation for EOC activation expenses.

The Human Resources (HR) Department will coordinate the tracking of personnel resources, including, but not limited to, handling claims for workers compensation from credentialed volunteers, City staff, and potentially external personnel assigned to the incident. When the EOC is activated, this function will be coordinated by an HR representative as part of the Resourcing Section. The HR Department may assist other departments in identifying and assigning employees working alternative assignments. HR manages labor relations associated with incident work adjustments or conditions.

The OEM maintains basic catastrophic disaster supplies at most City facilities to support employees during an incident. This includes, but is not limited to, individual employee disaster kits and disaster boxes containing limited basic needs such as food, water, blankets, first aid supplies, and small generators.

The Regional Coordination Framework (RCF) in King County, Washington to which the City of Kirkland is a signatory, provides a financial agreement between signatory partners when mutual aid resources are requested. This financial agreement, when invoked, supersedes other financial arrangements that may govern normal response operations and resource sharing between jurisdictions. It also describes the resource management and procurement process coordinated by King County when City resources are insufficient to meet the demands of the incident.

The City is part of the Washington Mutual Aid System (WAMAS) which provides for mutual assistance among member jurisdictions when other mutual aid agreements do not exist or meet incident needs. When an incident extends beyond the scope of local resources, mutual aid assistance may be obtained from the WAMAS or the EMAC all coordinated through WAEMD.

The 213 RR will be filled out by requesting department and given to the Logistics Branch, following the process outlined in the Resource Request Section above. After EOC Manager approval, the order is placed, and the 213 RR is provided to the Finance Branch for expense tracking. The Logistics Branch is responsible for identifying the order date, the estimated arrival date, and providing an inventory/confirmation when the goods are received.

As a first procurement option, The City will utilize vendors associated with the below cooperative contracts. When soliciting quotes from vendors the Logistics Branch will request pricing based on one of the cooperative contracts as a first preference:

- State of Washington
- King County
- City of Seattle
- City of Bellevue
- City of Redmond
- Omnia partners
- Sourcewell
- National Cooperative Purchasing Alliance (NCPA)
- General Services Administration (GSA)

When the City issues a Proclamation of Emergency the competitive purchasing process may be waived for a limited duration of time. The EOC Manager and Finance Branch will coordinate when the competitive process established in the Kirkland Procurement Manual, is to be followed for items not purchased through a cooperative contract. A waiver of the competitive process may be implemented if needed to meet incident resource demands.

Utilization of the GSA contract must comply with program requirements as the City is limited to GSA Schedules 70 and 84 which include IT products, services, and solutions, and Law Enforcement and Security products, services, and solutions. Through GSA contracts the City can purchase equipment and services to support natural or human-caused incidents including acts of terrorism or nuclear, biological, chemical, or radiological attack.

The City intends to implement the Commodity Points of Distribution (CPOD) concept for the distribution of critical supplies to the community during an incident.

The City has established the best practice of limiting or not accepting donations during incidents. Donations of goods and/or services will be reviewed by the Emergency Manager and/or City Manager and potentially accepted on a case-by-case basis. The City will refer financial donors to non-profit donation management organizations.

All incident volunteers will be registered as temporary Emergency Workers (EW) with the State of Washington and considered one-time volunteers with the City regardless of established City volunteer status. The exception to this concept is members of the KECT that currently hold State EW status.

The City maintains an inventory of resources and uses the National Incident Management System (NIMS) Resource Typing categories when appropriate. NIMS Resource Typing is used when supporting resource deployment to other jurisdictions.



Currently, there is no standard adopted wholistic credentialing system for the City, King County, or Washington State. The City endeavors to credential responders per NIMS guidelines for, at a minimum, Police and Fire resources.

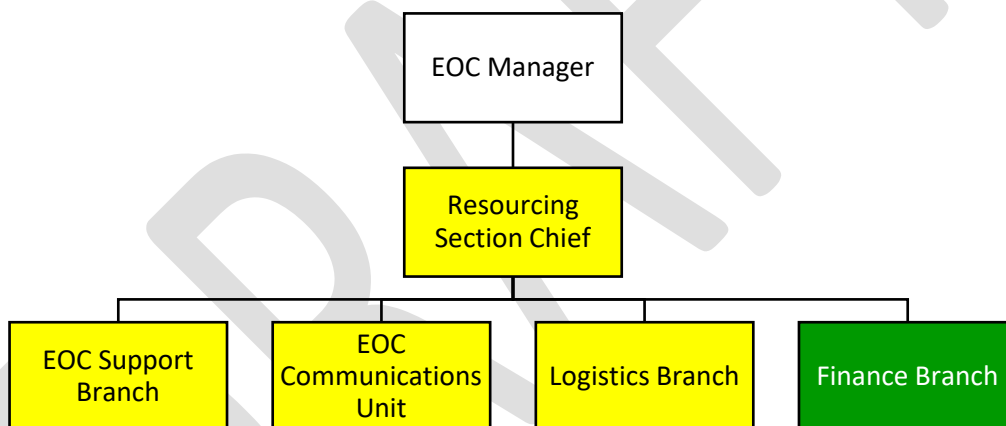
Disposition of non-consumable goods will follow the City surplus regulation established in KMC 3.86 as detailed in the Kirkland Procurement Manual.

## Organization

### *Internal*

Daily resource management occurs at the department level. During an incident, that does not require an EOC activation, the OEM will support resource requests as able and requested. When the EOC is activated, the EOC Resourcing Section, a combination of the ICS Logistics and Finance and Administration, will coordinate/facilitate resource management.

The Resourcing Section reviews, evaluates, identifies, obtains/procures, assigns/allocates, and tracks physical and cost of items, funds, dispositions, and documents all aspects of resource management. City employees with daily logistics and financial duties will be the primary personnel staffing the Resourcing Section.



*Figure 25 - Kirkland EOC Resourcing Section Organizational Chart as of 2021*

The EOC Support Branch provides services and support to the EOC and/or field by facilitating feeding, housing, medical care, and transportation of incident personnel.

The EOC Communications Unit provides incident communications including, but not limited to, email, text messages, cellular and VOIP phone service, and the use of amateur radio support through the Kirkland Emergency Communications Team (KECT). Public Safety radio communications are managed by departments in partnership with NORCOM.

The Logistics Branch is responsible for processing resource requests.

The Finance Branch is responsible for projecting, monitoring, and documenting financial aspects of the incidents, including timekeeping, incident injury or loss claims, and preparation of FEMA reimbursement forms and supporting documentation.

### External

The external organizational flow of resource management focuses on a tiered system from the City, to King County, to WA State, and/or to the federal level for support (Figure 26).



*Figure 26 - External resource request flow from the local level to the federal level.*

## Procedures

### Resource Requests

Resource requests beyond department capability should be coordinated through the OEM or EOC, if activated. The EOC process includes the requestor completing and providing a hard copy City of Kirkland ICS 213 Resource Request Form (ICS 213 RR) to the Resourcing Section. The Logistics Branch will identify options for fulfilling the resource request including price, vendor, delivery time, and quantity availability. Before purchasing, the EOC Manager will approve the purchase request. The Logistics Branch will then work to obtain the resource. The Logistics Branch will pay for resources with City-issued P-Cards. If that payment method is not available, the Logistics Branch will work with the Finance Branch to identify the correct payment methodology. If the request is for a service, the Logistics Branch will coordinate with the EOC Manager to determine if a contract is necessary. The Finance Branch will log the ICS 213 RR information in the expense tracking spreadsheet. Tracking numbers are assigned to the ICS 213 RR and included in the

City of Kirkland Resource Request Tracking Log.

If resources are not already on hand, they can be sourced from private companies, internet sales distributors, or through mutual aid agreements. As time permits, Resourcing Section staff will attempt to research multiple sources for the best value. Staff will confirm vendors are eligible to do business with federal agencies and not debarred before making purchases.

The ICS 213 RR form will be used to submit resource requests to King County OEM via email, telephone, or other communications methods.

### Procurement Methodology

Whenever possible, the City will follow daily procurement methods, as identified in the Kirkland Procurement Manual. However, if the incident objectives and/or timeline require alterations to routine practices the Resourcing Section may, under a Proclamation of Emergency, adjust or waive procedures as needed.

Disposition of non-consumable goods will follow the City surplus regulation established in KMC 3.86 as detailed in the Kirkland Procurement Manual.

### *Purchasing*

The Resourcing Section uses the following process to source and purchase resources during an incident:

- Operations identifies a resource need.
- The requestor completes an ICS 213 RR form.
- The Resourcing Section Chief reviews the request and assigns the resource request to Logistics Branch staff for processing if appropriate.
- Logistics Branch staff researches and identifies options for procurement.
- Before purchasing, the ICS 213 RR is routed to the EOC Manager for approval.
- The Logistics Branch staff purchase resources utilizing the "How to Buy Chart" in the Kirkland Procurement Manual, attached.
- The Logistics Branch staff coordinates the delivery of the resource after purchasing.

The primary purchasing method is the use of City P-Cards. The OEM receives a list of City staff with P-Cards available for use from City procurement staff. This list is kept in a sealed envelope in the locked EOC. The P-Cards of the following positions will be utilized for incident purchasing as needed.

- 1) Emergency Manager
- 2) Financial Operations Manager
- 3) P-Cards from requesting departments

The City of Kirkland Purchasing Basics for the EOC guide contains additional instruction to be used by the Resourcing Section during an EOC activation.

### *Mutual Aid*

Mutual aid is requested at the lowest local level, either through direct contact, phone, or email by the City to potential supporters or via an ICS 213 RR submitted to King County OEM. The King County Regional Coordination Framework is the primary tool for the facilitation of mutual aid assistance in King County. If assistance cannot be obtained through KCOEM, KCOEM will submit a formal request via email, phone, and/or WebEOC to WA. State EMD. The WAMAS provides the pathway for in-state mutual aid assistance among member jurisdictions. If WA EMD is unable to meet the requests, WA EMD will request assistance from federal agencies via FEMA. FEMA may leverage the EMAC for state-to-state assistance.

### *Emergency Worker Program and Liability Protection*

Any volunteer conducting incident-related volunteer activities will be registered as a WA State Emergency Worker using the City of Kirkland Emergency Worker Application Form. Depending on the nature of the volunteer work, the City may conduct or coordinate background checks on volunteers. The forms will be received and processed through the Resourcing Section and approved by the Emergency Manager or their designee. The Resourcing Section will conduct a skills assessment to match volunteer capability to incident needs. The Resourcing Section will inform volunteers of their assignment, report to date/time/location, and supervisors' name and contact information. Volunteers will be provided with the appropriate equipment, including but not limited to personal protective supplies, to safely complete their assignment. Volunteers will sign in and out of their volunteer assignments on the State of Washington Emergency Worker

Daily Activity Report form (EMD-078), or equivalent. Volunteer activity will be tracked and monitored by a City of Kirkland employee identified as the volunteer supervisor.

#### *Financial Tracking*

Financial tracking is facilitated by the use of daily finance procedures and incident-specific requirements including, but not limited to, maintenance of receipts for purchases, completing resource request paperwork, use of project codes, and completion of spreadsheets for tracking material and personnel resources, time, and cost.

For incidents that require an EOC activation, City Finance and Administrative staff will establish, without a specific department-associated budget, at least one, but typically two, incident tracking project codes in the City's financial software system. The EOC and departments will use the project codes to track resource acquisitions, personnel time, and expenses related to incident activities. The project codes should be included on all ICS 213 RR forms and department financial tracking documents.

Finance Branch staff tracks pending and completed resource requests in the Incident Cost Log spreadsheet and utilizes the EOC sign-in sheets to track staff participation in the EOC and associated costs. Departments will use routine department level tracking to align staff and supply expenses associated with incident management that occur outside of the EOC.

Each ICS 213 RR form, with attached receipts, is scanned and saved electronically, and the hard copy is retained and stored for reference and records retention. During reconciliation of P-Cards or invoices entered in the financial tracking system, staff will attach a detailed receipt along with the scanned ICS 213 RR or department tracking documentation.

An overall report will be created and maintained by the Resourcing Section Finance staff which combines the EOC and department costs and is available to the Emergency Manager and key City leaders. Incident cost information is included in the City's financial tracking software and overall budget.

#### *Donations Management*

Donors will be requested to submit details of the donation they are interested in making to the Resourcing Section. Goods and services donations will be accepted on a case-by-case basis, as determined necessary and appropriate by the Emergency Manager/EOC Manager and/or the City Manager, based on incident guidelines, which may include measures such as set drop-off points, limited contact with staff, or other precautions. The City will make efforts to direct donations to local non-profit organizations experienced in donation management to facilitate the disposition of goods, services, and/or financial contributions. If donation management exceeds the capability of the City and/or local organizations, the Emergency Manager will request support from King County OEM and/or WAEMD via email, completion of an ICS 213 RR, or phone call.

#### *Commodity Points of Distribution (CPOD)*

The CPOD Plan contains a pre-determined list of possible City-owned sites, in addition to community partner locations that may be considered for supply distribution. Final site selection will be determined by the EOC Manager, at the time of the incident, depending on community needs, site safety and accessibility, supply availability, and other situation-dependent

conditions. The EOC Logistics Branch, with the help of the JIC and/or City Communications team, may make a public request for volunteers or make phone calls to City staff to identify and assign personnel to facilitate the setup and operation of a CPOD. The EOC Operations Section Police and Public Works staff will develop a traffic plan and complete a site safety review before implementation of the site. The JIC and/or City Communications team will disseminate information about the site including location, hours of operations, and type of support available via multiple platforms and methods. The Resourcing Section will maintain situational awareness of site operations, resupply needs, and take appropriate action to support ongoing operations.

### Mitigation Activities

- Maintain redundant procurement and payment systems to sustain services when technology is unavailable.
- Maintain extra procurement cards with increased limits for use during incidents.
- Maintain active accounts with key vendors for incident supplies.
- Maintain CAO approval to form services contract templates.
- Maintain an emergency budget fund for EOC activations and incident expenses.
- Maintain City vendor list and contact information.
- Maintain access to State contract lists and vendors.

### Preparedness Activities

- Maintain a printed supply of ICS 213 RR forms and tracking logs.
- Annually establish project codes for incident cost tracking.
- Verify capability and procure key resource supplies annually and prior to expected or noticed incidents.

### Response Activities

- Process resource requests.
- Anticipate incident resource needs.
- Support demobilization of resources.
- Manage donations to the City.
- Provide support services for incident personnel.
- Track and project incident costs.
- Perform cost/benefit and/or risk/benefit analysis of operational strategies.
- Process worker compensation claims.
- Register spontaneous volunteers/emergency workers.
- Establish and operate CPOD sites.

### Recovery Activities

- Support logistical operations of a Disaster Recovery Center (DRC), if established.
- Support replenishment of City response supplies.
- Assist in the disposition of demobilized resources and locations.
- Verify completion of Emergency Worker documentation of volunteer activities.
- Coordinate the transition of the Public Assistance process into long-term recovery operations.

# Responsibilities

## Lead Agency – Office of Emergency Management (OEM)

- Facilitate EOC operations including resource requests and/or support to the EOC Resourcing Section processing of requests.
- Coordinate with King County, Washington State, and Federal agencies for resource management.

## Support Agencies

### *Finance & Administration Department*

- Assist in procurement of resources for incident management, regardless of EOC activation status.
- Staff EOC Resourcing Section, specifically the Finance Branch.
- Prepare documentation for incident cost/funding reports.

### *Human Resources Department (HR)*

- Coordinate spontaneous volunteer management, including registration, background checks, assignment, tracking, and documentation of personnel.
- Coordinate reassignment and/or hiring of temporary personnel.
- Facilitate labor relations discussions.
- Process incident-related worker compensation claims.

### *City Manager's Office (CMO)*

- Facilitate resource prioritization and allocation, if needed.
- Engage legislative resources to advocate for prioritization of federal, state, and county resources to the City.

### *City Attorney's Office (CAO)*

- Review and approve contracts for goods and services.

### *King County Office of Emergency Management (KCOEM)*

- Support mutual aid requests.
- Facilitate regional discussions related to critical resource requests, prioritization, and allocation.
- Facilitate the fulfillment of resource requests that cannot be accomplished at the City level, either with County resources or by making requests to the WAEMD.

### *Washington State Emergency Management Division (WAEMD)*

- Support mutual aid requests by coordinating the WAMAS and/or EMAC processes.
- Facilitate the fulfillment of resource requests that cannot be accomplished at the County level, either with State resources or by making requests to FEMA.

### *Federal Emergency Management Agency (FEMA)*

- Coordinate resource request fulfillment that cannot be met at the State level.



## Resource Requirements

Resource needs may include inventories of City assets; resource transportation capabilities; communications equipment and supplies; staff trained in City procurement and acquisition processes; and financial means to support incident management.

## References

City of Kirkland Procurement Manual (2020)  
City of Kirkland Purchasing Card Program & Policy Manual (2019)  
City of Kirkland Purchasing Basics for EOC (2017)  
City of Kirkland Resource Request Form (213 RR)  
City of Kirkland Resource Request Tracking Log  
City of Kirkland Proclamation of Emergency Template  
City of Kirkland Surplus Form  
City of Kirkland Donation Form  
City of Kirkland EOC Emergency Operations Plan  
KMC 3.20.070 – Emergency powers  
KMC 3.85 – Purchasing  
King County Regional Coordination Framework for Disasters and Planned Events for Public and Private Organizations in King County, Washington  
WAC Chapter 118-04 Emergency Worker Program  
RCW 35.21.100 - Donations-Authority to Accept and Use  
RCW 38.52.070 - Local organizations and joint local organizations authorized—Establishment, operation—Emergency powers, procedures—Communication plans.  
RCW 38.56 – Intrastate Mutual Aid System  
Code of Federal Regulations (44 CFR 13.36)  
Executive Order 12549 – Debarment and suspension  
Public Law 104-321 – Emergency Management Assistance Compact  
Municipal Research and Services Center (MRSC) Vendor List

## Attachments

### City of Kirkland ICS 213 Resource Request Form (ICS 213 RR)

COK RESOURCE REQUEST FORM (ICS 213 RR)							
1. Mission Number & Incident Name:		2. Requesting Department:		3. Date & Time: (mm/dd/yy - 00:00)		4. Department Tracking Number:	
5. Resource Requested				SHADED AREA TO BE FILLED BY LOGISTICS SECTION			
a. Qty	b. Kind (if known)	c. Type (if known)	d. Detailed item description and/or of task to be accomplished. ( <i>Vital characteristics, brand, specs, experience, size, etc.</i> ) and, if applicable, purpose/use, diagrams and other info.	Needed Date & Time		g. Cost	
				e. Requested	f. Estimated		
6. Additional Personnel/Support Needed: (Driver/Fuel Etc.)				7. Duration needed:			
8. Requested Delivery/Reporting Location: (Address/landmarks etc.)				9. POC at Delivery/Reporting Location: (Name & Contact info)			
10. Suitable Substitutes and/or Suggested Sources: (if known)				11. Priority: <input type="checkbox"/> Life Saving <input type="checkbox"/> Incident Stabilization <input type="checkbox"/> Property Preservation			
12. a. Have all commercial resources been exhausted: <input type="checkbox"/> Yes <input type="checkbox"/> No b. Have all local resources been exhausted: <input type="checkbox"/> Yes <input type="checkbox"/> No c. Have all mutual aid resources been exhausted: <input type="checkbox"/> Yes <input type="checkbox"/> No				13. Requestor is willing to provide Funding: <input type="checkbox"/> Yes <input type="checkbox"/> No If "No", explain:			
14. Requested by Name/Position & phone/email:				15. Request Authorized by:			
16. EOC Logistics Tracking Number:		17. Name of Supplier/POC, Phone/Fax/Email:					
18. Notes:							
19. Approval Signature of Authorized Logistics Representative:						20. Date & Time: (mm/dd/yy - 00:00)	
21. Order placed by (check box): <input type="checkbox"/> ORD UNIT <input type="checkbox"/> PROC UNIT <input type="checkbox"/> OTHER _____							
22. Elevate to County: <input type="checkbox"/>		23. County Tracking #:		24. Date/Time of elevation:			
25. Reply/Comments from Finance:							
26. Finance Section Signature:						27. Date & Time: (mm/dd/yy - 00:00)	
Original to: Documentation Unit				Copy to: Logistics Section			

## City of Kirkland Resource Request Tracking Log

Mission# \_\_\_\_\_

Incident Name: \_\_\_\_\_

Page \_\_\_\_ of \_\_\_\_

[illegible]



## How to Buy Chart

"How to Buy Chart" - 7/28/19									
Type of Purchase	Competitive Pricing Desirable			Quotes/Informal Proposals			Formal Competitive Process		
	Estimated Amount	Streamlined Process	Process Questions	Estimated Amount	Director can execute contract. Council approval not required.	Process Questions	Estimated Amount	Contract awarded by Council or City Manager	Process Questions
<b>Public Works</b> (e.g. building repairs, road improvements, facilities construction, etc). (RCW 35.23.352 Bid Thresholds) (RCW 39.04.155 Small Works) (KMC 3.85.085)	Under \$7,500	Recommend that contractor be selected from Shared Small Works Roster. Informal quotes should be solicited. Prevailing wages required.	Purchasing Agent - x3123	\$7,500 - \$50,000	Recommended that the Small Works Roster process be used. Limited Public Works process may be used if less than \$50,000. As an alternative, Director can waive use of competitive process. **Public works for single trade >\$75,500 or multi-trade >\$116,155 have additional options	Purchasing Agent - x3123	Over \$50,000 (>\$11,155 multi trade or >\$75,500 single trade must be contracted)	Invitation for Bids is required. (As an alternative, Small Works Roster process can be used up to \$300,000.) Council awards contracts over \$50,000 let through an IFB process.	Purchasing Agent - x3123
<b>Equipment, Supplies &amp; Routine Services</b> (includes furniture, computer hardware, office equipment, equipment maintenance contracts, etc.) (KMC 3.85.080)	Under \$7,500	Written quotes are not required, but informal phone quotes are encouraged. Computer hardware or software require IT approval.	Buyer - x3121 or Purchasing Agent - x3123	\$7,500 - \$50,000	At least three written quotes should be obtained, if possible. Computer hardware or software require IT approval. The City Manager may waive the competitive process requirement.	Buyer - x3121	Over \$50,000	Invitation for Bids or Request for Proposals can be used. (RFP is appropriate if award decision is subjective.) (KMC 3.85.090)	Purchasing Agent - x3123
<b>Professional Services</b> (Consulting services other than Architects & Engineers) (KMC 3.85.110, KMC 3.16.065)	Under \$7,500	No competition required. Director executes Professional Services Agreement.	Purchasing Agent - x3123	\$7,500 - \$50,000	Professional Services Agreement is executed by Director. Director determines the need for competition for contract award.	Purchasing Agent - x3123	Over \$50,000	RFP or RFQ process used to assure competition. City Manager can waive use of competitive process.	Purchasing Agent - x3123
<b>Architects &amp; Engineers</b> (RCW 39.80)	Under \$7,500	Select best qualified consultant from A&E Roster.	Purchasing Agent - x3123 or Capital Projects Mgr - x3832	\$7,500 - \$50,000	Select from A&E Roster. If specialty is not found, Director may require RFQ process to ensure competition. RCW 39.80 governs selection process.	Purchasing Agent - x3123 or Capital Projects Mgr - x3832	Over \$50,000	Select from A&E Roster or conduct RFQ process. Contract awarded based on qualifications.	Purchasing Agent - x3123 or Capital Projects Mgr - x3832
<b>Emergency Purchase of Goods, Services or Public Works</b> (Quick purchase necessary to avoid financial loss.) (RCW 39.04.280) & (KMC 3.85.210)	Under \$7,500	Make purchase without competition. If public work, prevailing wage requirements still apply.	Purchasing Agent - x3123	\$7,500 - \$50,000	Requires City Manager's approval. Reported to City Council at the next meeting or individually, within two weeks of the emergency purchase.	Purchasing Agent - x3123	Over \$50,000	Requires City Manager's approval. Reported to City Council at the next meeting or individually, within two weeks of the emergency purchase.	Purchasing Agent - x3123
<b>Sole Source Purchase</b> (Goods & routine services for which only one source exists.) (RCW 39.04.280) & (KMC 3.85.210)	Under \$7,500	No competition required.	Buyer - x3121	\$7,500 - \$50,000	Consult with Purchasing prior to purchase. City Manager or designee must waive competitive bidding requirement.	Purchasing Agent - x3123	Over \$50,000	Requires City Manager's approval. Reported to City Council at their next meeting.	Purchasing Agent - x3123
<b>Cooperative Purchasing</b> (RCW 39.34)(KMC 3.85.180)	There is no requirement for competition or Council approval when purchasing from State Contracts or other contracts covered by an interlocal agreement. However, for other than State Contracts, Purchasing needs to be consulted to assure compliance with RCW 39.34.								
<b>Small Works Roster Process</b> (RCW 39.04.155) (KMC 3.85.170)	May be used for public works projects less than \$350,000. Participating pre-qualified contractors in appropriate work category are notified of bidding opportunities. There's no need to advertise projects or have public bid opening.								

# EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL SERVICES

## Lead Agency

Kirkland Fire Department

## Support Agencies

Kirkland Police Department (PD)

Kirkland Public Works Department (PW)

Kirkland Parks and Community Services Department (PCS)

Redmond Fire Department

EvergreenHealth

Northeast King County Regional Public Safety Communication Agency (NORCOM)

Public Health – Seattle & King County (PHSKC)

Washington State Department of Health (DOH)

Washington State Department of Ecology (DOE)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 8 Public Health and Medical Services is to describe the coordination of public health and medical services for an incident in the City of Kirkland.

### Scope

This ESF addresses activities including but not limited to public health, mental health, fatality management, emergency worker health and safety, nutrition and pharmacology safety, vector control, wastewater and solid waste disposal, and veterinary services and dead animal disposition in an incident.

## Policies

Kirkland Fire Department Policy 504 directs that the provision of basic and advanced life support services shall be provided per King County Emergency Medical Services (KCEMS) Patient Care Guidelines.

Kirkland Municipal Code (KMC) 5.75 – Emergency Medical Services Transport Fees establishes the Fire Department Basic Life Support Transport User Fee program, adjusted annually to reflect inflation.

Kirkland Ord. 4745 updates the City Comprehensive Plan, including the Capital Facilities chapter which outlines policies for capital facilities and utilities including water and wastewater service.

KMC 8.09 – Animal Control Authority establishes animal control authority in the police department to provide animal services and enforce animal control laws.

King County Code 2.35A establishes PHSKC and outlines its duties and responsibilities.

Revised Code of Washington (RCW) 18.39 – Embalmers–Funeral Directors provides guidance and regulations for mortuary services.

RCW 18.71 – Physicians provides guidance and regulations for physicians.

RCW 18.73 – Emergency Medical Care and Transportation Services outlines legal requirements and guidance for emergency medical services (EMS) providers.

RCW 43.20 – State Board of Health establishes the Washington state Board of Health and its duties and oversight.

RCW 68.50 – Human Remains provides the King County Medical Examiner jurisdiction over bodies of deceased persons within King County boundaries with the exceptions that fall under the jurisdiction of the Federal Aviation Administration (FAA), the State of Washington, or the military.

RCW 68.52 – Public Cemeteries and Morgues outlines guidance for cemetery procedures.

RCW 70.02 – Medical Records–Health Care Information Access and Disclosure dictates how health care informational and medical records are to be handled and disclosed.

RCW 70.58 – Vital Statistics outlines guidance for handling vital statistics for individuals, including birth certificates, death certificates, and other such documents.

Washington Administrative Code (WAC) 118-04 outlines the emergency worker program, including standards of care and health.

WAC 246-100 – Communicable and Certain Other Diseases outlines duties for the response to communicable diseases.

WAC 246-976 – Emergency Medical Services and Trauma Care Systems outlines DOH guidance for EMS providers.

WAC 308-48 – Funeral Directors, Embalmers, Crematories, Alkaline Hydrolysis Facilities, and Natural Organic Reduction Facilities outlines the care of human remains and associated services.

## **Situation**

### **Incident Conditions and Hazards**

Any hazard may have potential health impacts, including but not limited to, illness, injury, death, psychological trauma, exposure to environmental hazards, or disruption of the region's healthcare system.

The City has a large population, not including daily commuters and visitors, with only one general hospital located within its boundaries to serve the Kirkland community as well as several other cities in the area. This reliance on one regional resource poses a very real risk of



the facility being quickly overwhelmed in a major incident. In addition, the closest level one trauma center is roughly 12 miles away, across Lake Washington in Seattle, adding additional risk to the community's ability to obtain adequate advanced care in an incident.

The City is dependent on Advanced Life Support (ALS) services provided through the City of Redmond Fire Department, the regional service provider of ALS care. Although this approach works well in daily situations, during a disaster incident this dependent relationship limits the ability of Kirkland Fire to provide direct high-level medical services to the community.

Although the City has a limited number of skilled nursing facilities, there are numerous residentially based home care centers and senior housing facilities. The needs of these, often medically or mobility challenged, residents will likely increase the demand for medical services during an incident, which may result in a higher potential for loss of life.

The City has limited capacity to provide community mental health support and will need to rely on partnerships with providers. The City has one volunteer chaplain and a Critical Incident Stress Management (CISM) program for first responders, both of which may only be able to provide limited direct incident support.

The City has one animal control officer who may only be able to provide animal services in a limited capacity during an incident. The City may be reliant upon partner agencies and outside resources to meet the need for extended animal care, safety, and/or disposal during an incident.

The risk of a hazardous material incident on Interstate-405 or other roadways creates a risk to and demand on medical services that could challenge the City and the regional medical resource capability.

## Planning Assumptions

- Resources within the affected area may be inadequate to triage, treat, and/or transport patients to hospital(s).
- Additional medical capabilities may be needed to meet incident demands.
- Public demand for health information and health and medical services will increase during an incident.
- The Kirkland Fire Department will expand emergency medical services for prehospital emergency patient care based on resource availability.
- Medical resupply may be needed, but also may be in limited supply.
- Disruptions in local communications and transportation systems could delay and/or prevent the transport of patients, the arrival of assistance from partners, and/or the delivery of supplies.
- Medical and health care facilities that remain in operation may be overwhelmed or may need to operate at a reduced capacity.
- Hospitals, skilled nursing facilities, pharmacies, and other medical or health care facilities may be overwhelmed with patients seeking assistance and/or structurally damaged or destroyed, or unusable due to lack of utilities (power, water, sewer), or the inability of staff to report for duty.
- Survivors who require medication may have difficulty in obtaining prescriptions because of damage or destruction of supply locations, stock, shortages, lack of pharmacy staff, and/or disruption of the manufacturing or distribution system.

- Damage to drinking and/or wastewater systems may limit health and medical service delivery.
- Hazardous materials incidents may present unique challenges to patient care as the patients themselves may become contaminated and considered hazardous.
- Damage to sewage, wastewater, and water distribution systems, along with secondary hazards such as fires, may result in public health hazards to survivors and response personnel.
- An incident may produce a greater need for mental health counseling for survivors and emergency responders.
- Disruption of sanitation services and facilities, loss of power, and large congregate shelters may increase the potential for disease spread and/or illness.
- Public health incidents may require the implementation of public health measures to contain and control communicable diseases or the spread of environmental hazards.
- Public demand for health and medical services will increase during incidents.
- Health and medical services will be restored as soon as practicable and within the limitations and capabilities of affected agencies.
- Due to structural failure or inaccessibility to hospitals, a City facility or temporarily established site may act as a remote emergency clinic, alternate care facility, and/or morgue.
- Local mortuary service providers may assist with emergency mortuary services, if requested and at the discretion of the PHSKC Medical Examiner.

## Concept of Operations

### General

ESF 8 encompasses several areas of responsibility that integrate with multiple ESFs within the CEMP. Specifically, water acquisition and provision, vector control service, and agricultural services are addressed in Emergency Support Function 11: Agriculture and Natural Resources. Supply and resource distribution systems and are addressed in Emergency Support Function 7: Logistics Management and Resource Support. Human waste disposal and management are addressed in Emergency Support Function 3: Public Works and Engineering. Staff implementing ESF 8 will work with the staff of these ESFs to support coordinated incident management without duplication of efforts.

Coordination of veterinary and animal disposal services is led by the Kirkland Police Department Animal Services Program. Some aspects of this work may be in conjunction with animal services provided under the scope of Emergency Support Function 6: Mass Care, Housing, and Human Services and/or Emergency Support Function 11: Agriculture and Natural Resources.

The City Water Division operates and maintains the City's water infrastructure to supply potable water to customers. Seattle Public Utilities coordinates most routine water safety testing for the City's water supply. Additional details are found in Emergency Support Function 3: Public Works and Engineering. PHSKC may issue a boil water order if harmful organisms are found in the water supply.

The City coordinates ESF 8 activities with and under the direction of PHSKC through the Health Duty Officer and/or Health and Medical Area Command (HMAC) if established.

PHSKC is the lead agency in providing health, medical, and mortuary response within King County and thus within the City of Kirkland. PHSKC coordinates all aspects of emergency medical services in the county with local, state, and federal governments, other counties, municipalities, and special districts. PHSKC assigns EMS duties to the local fire department. Kirkland Fire provides prehospital Basic Life Support (BLS) services to the Kirkland community and through mutual and automatic aid portions of the surrounding communities. Redmond Fire Department manages the prehospital ALS services through the King County Medic One program. When the Disaster Medical Control Center (DMCC) is activated, Kirkland Fire follows the direction of the DMCC for the determination of hospital transportation destinations.

PHSKC, in partnership with the Northwest Healthcare Response Network (NWHRN), coordinates the health care services of King County Hospital District 2, licensed commercial and/or residential medical care facilities, and independent medical providers in the City.

If a Multiple Casualty Incident (MCI) is declared the City will use the PHSKC Multiple Casualty Incident Plan to guide response efforts. PHSKC has a Mass Fatality and Family Assistance Operations Response Plan that details operational concepts and responsibilities for fatality management. The City will support the implementation of these plans to the best of its ability. These plans address efforts to contain and stabilize incident effects, track patients through the course of their care, coordinate additional support, establish treatment or collection centers, and overcome resource gaps.

The City complies with the Health Insurance Portability and Accountability Act of 1996 (HIPPA) as described in the City of Kirkland Fire Department Privacy Practices to maintain the privacy and confidentiality of medical information.

The City will leverage the PHSKC Pandemic Plan to guide medical response efforts for a local or regional outbreak of infectious disease.

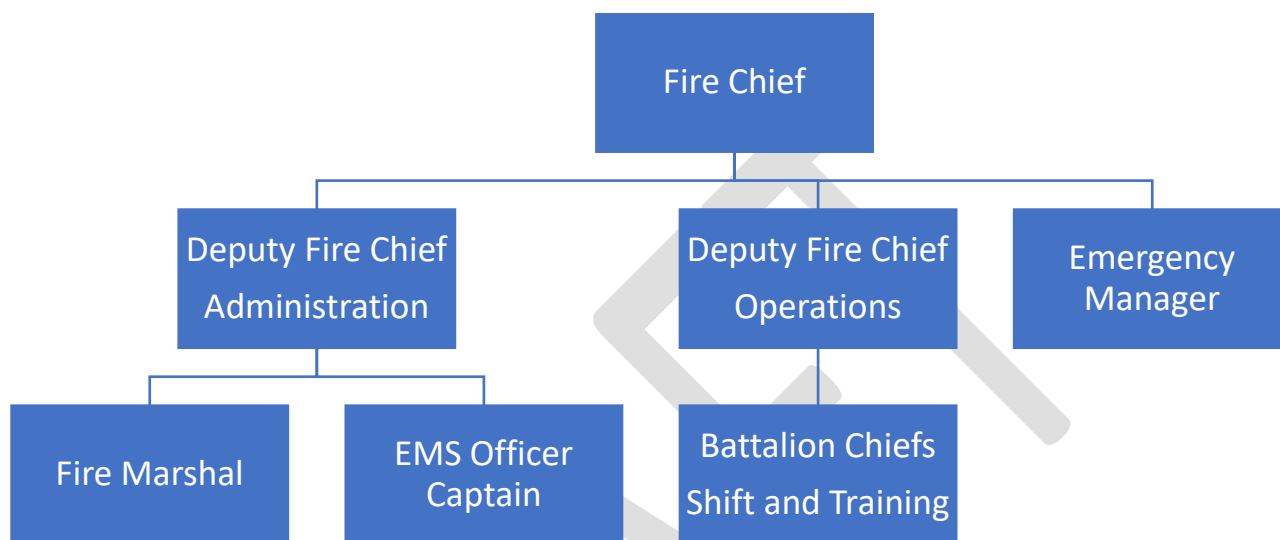
The City Human Services Division coordinates mental health provider partners for response and service referrals for impacted community members.

NORCOM is the public safety answering point for Kirkland and dispatches emergency responders as needed.

## Organization

The City provides limited public health and medical services through the Fire, Police, and Parks and Community Services Departments in partnership with and/or under the direction of the PHSKC based on legal authorities.

The Fire Department staffs an EMS Captain to coordinate EMS protocols and response procedures for the department (see Figure 27).



*Figure 27 - Kirkland Fire Department Leadership Organizational Chart*

The Human Services Division of the Kirkland PCS Department will coordinate local assistance for vulnerable community members and is the primary point of contact for public mental health response in the City. Human Services will provide these services in coordination with response partners, non-profit organizations, and other community service providers.

The City Water Division operates and maintains the City's water infrastructure to supply potable water to customers. Seattle Public Utilities coordinates most routine water safety testing for the City's water supply. Overall water supply and quality are overseen by the DOE. Additional details are found in Emergency Support Function 3: Public Works and Engineering.

Kirkland Animal Services coordinates care for found animals, veterinary services, and disposal of deceased animals. Managing wildlife-related issues falls into the jurisdiction of the Washington State Department of Fish and Wildlife.

PHSKC is part of King County Government and leads public health and medical response for geographical King County.

PHSKC's internal organization includes the King County Medical Examiner's Office, EMS, and Environmental Health Services and coordinates these services within the county, in cooperation with local jurisdictions. Environmental Health Services focuses on disease prevention and will issue a boil water order for the Kirkland community, as needed.

In the event of an MCI, NORCOM will activate the PHSKC MCI Plan at the request of on-scene personnel.

## Procedures

The City will integrate with PHSKC through the PHSKC Duty Officer and/or HMAC by phone, radio, liaison, or other methods as dictated by the incident.

The City will implement the PHSKC MCI Plan when local resources are overwhelmed by an incident. The on-scene officer will identify an MCI and request, via radio or phone, NORCOM activate pre-determined resources to support the response, including activating the PHSKC MCI Plan. During MCIs, Kirkland Fire will track patients using PHSKC electronic patient care records to document patient care and transport destination.

The City maintains privacy and security of personal health care information and medical records by limiting access to incident paperwork, forwarding any public records requests to the Public Records Custodian or designee, and practicing professional conduct when discussing incident information including but not limited to using identifying information only when absolutely necessary for operational purposes.

Kirkland Human Services will call, email, or meet with local non-profits and private providers to coordinate human services and mental health resources for the community during an incident.

If mental health support is needed for emergency workers, the City will request support from the City Volunteer Chaplain. If the Chaplain is not available or additional support is needed beyond one person, the EOC will request support from the regional Chaplain team, local or State Critical Incident Stress Management (CISM) teams, and/or City Peer Support Team members. In addition to chaplains and teams, the City has an Employee Assistance Program (EAP) that provides mental health and/or crisis management support and resources.

The Kirkland Water Division uses Supervisory Control and Data Acquisition (SCADA) to monitor volumes, flow rates, and pressure of the potable water infrastructure and coordinates with Seattle Public Utilities and PHSKC for safety testing of the water supply. Additional details are included in Emergency Support Function 3: Public Works and Engineering.

## Mitigation Activities

- Maintain medical supply and Personal Protective Equipment stockpiles.
- Offer vaccinations to City personnel for communicable diseases/viruses.
- Participate in KCEMS incident planning efforts.
- Monitor information about communicable diseases that may impact the City.
- Maintain EMS staff training and credentials as BLS care providers.
- Support delivery of public education programs such as CPR and First Aid training, Community Emergency Response Training (CERT), and stop the bleed programs.
- Support and share Public Health education and awareness campaigns.

## Preparedness Activities

- Conduct drills and exercises to test disaster medicine equipment, plans, and procedures.
- Maintain medical transport plans to facilitate incident operations.
- Maintain reserve apparatus and EMS supplies for the rapid expansion of services.
- Monitor and notify PHSKC of patient care trends or repetitive responses.

## Response Activities

- Provide BLS level care to ill and/or injured persons.
- Coordinate ALS level care delivery to ill and/or injured persons.
- Coordinate response to and/or transport of ill, injured, and/or medically dependent persons.
- Coordinate response efforts and requests for additional services with partners and County agencies.
- Support evacuation of medical facilities and/or medically fragile community members.
- Coordinate with PHSKC for support and/or direction.

## Recovery Activities

- Replenish supplies and provide for the operational readiness of City-owned equipment and facilities.
- Assist with the relocation of medically dependent residents as able and resources allow.
- Arrange for CISM support for first responders as needed based on an assessment of personnel.

## Responsibilities

### Lead Agency – Kirkland Fire Department

- Provide BLS level care and/or transport to the community.
- Request and/or coordinate ALS level care services to the community.
- Implement the PHSKC MCI Plan within the City.
- Coordinate triage, treatment, transportation, and/or establishment of a temporary morgue location in the City.
- Contact DMCC, when activated, for patient transport destinations.
- Provide assistance to health care facilities in the implementation of evacuation plans.
- Coordinate CISM support for City staff and/or incident responders.
- Provide medical care to emergency workers.

### Support Agencies

#### *Kirkland Police Department (PD)*

- Coordinate investigation, mitigation, and response activities for animal infectious disease outbreaks in partnership with PHSKC.
- Investigate unattended deaths, in partnership with the PHSKC Medical Examiner when appropriate.
- Make and/or assist with identification and/or next of kin notifications for deceased residents of Kirkland.
- Investigate reports of malicious acts against food and/or water safety.
- Enforce local and/or State health orders.
- Coordinate quarantine enforcement with PHSKC, if requested and as resources as allow.

#### *Kirkland Public Works Department (PW)*

- Monitor water infrastructure for sustainment of the potable water supply.
- Coordinate with PHSKC for safety testing of the water supply.

#### *Kirkland Parks and Community Services Department (PCS)*

- Human Services Division facilitates access to mental health services.



#### *Redmond Fire Department*

- Coordinate and provide ALS level care and/or transport services to the City of Kirkland.

#### *EvergreenHealth*

- Deliver health and medical care to the Kirkland community.
- Provide liaison at the EOC to provide coordination of operations when appropriate.
- Share situational updates and awareness with the City as needed and able.
- Coordinate the establishment of temporary medical facilities.

#### *Northeast King County Regional Public Safety Communication Agency (NORCOM)*

- Receive and dispatch 911 calls for service.
- Support documentation of calls, tracking of incidents, and monitoring of transports.
- Coordinate and notify requests for additional medical resources, including but not limited to activation of the PHSKC MCI plan.

#### *Public Health Seattle & King County*

- Provide medical guidance and treatment protocols for public health incidents.
- Provide and/or coordinate health services and activities including but not limited to identification of health hazards and potential or actual impacts, implementation of disease control measures including examination, testing, treatment, vaccination, isolation, and quarantine.
- Coordinate with Washington State Department of Ecology to assess the public health concerns related to hazardous materials incidents.
- Staff a 24/7 Duty Officer to serve as the primary point of notification for public health-related incidents or needs in King county.
- Activate the Health and Medical Area Command (HMAC) Center as appropriate.
- Support assessment and response to disaster consequences affecting food safety, water quality, and sanitation.
- Support the City with implementing altered standards of medical care as directed by the Local Health Officer.
- Provide coronary services through the Medical Examiner.
- Guide regional response activities for vector-borne public health emergencies.
- Provide epidemiological surveillance, case investigation, and follow-up to control infectious disease.
- Direct and manage medical surge capabilities including but not limited to medical needs shelters, alternate care facilities, medication centers, and temporary morgues.
- Provide public health and related information to the public and healthcare providers.
- Report to local officials and the public regarding health conditions, warnings, and public health orders.
- Provide the medical support and mechanism for distribution of incident-specific medication and/or vaccinations to the public and emergency personnel.
- Provide safety testing of potable water supplies.
- Coordinate veterinary services concerning an animal disease outbreak.
- Provide locations of emergency morgues.
- Coordinate support of local mortuary services, as needed.
- Request additional health and mortuary services resources from the Washington State Department of Health or the Federal Health and Human Services organization.
- Plan for and coordinate the transportation of the deceased.

- Track incident-related deaths.
- Manage disaster-related human remains.

#### *Washington State Department of Health (DOH)*

- License EMS providers to deliver care.
- Support requests for health and medical resources.
- Request health and medical resources from the federal agencies.

#### *Washington State Department of Ecology (DOE)*

Oversee and regulate water safety standards and supply in Washington.

- Conduct water quality or safety testing, as needed.

## **Resource Requirements**

Resource needs may include licensed medical providers and transportation vehicles; equipment and supplies; and locations to address health and medical needs during incident management.

## **References**

City of Kirkland COOP/COG Plan - Pandemic Annex  
 City of Kirkland Fire Department Privacy Practices  
 City of Kirkland Fire Department Authorization to Transport Form  
 City of Kirkland Individual Written Notice of Financial Assistance  
 PHSKC Mass Fatality and Family Assistance Operations Response Plan  
 PHSKC Pandemic Plan  
 Kirkland Fire Department Policy 504  
 Kirkland Municipal Code (KMC) 5.75 – Emergency Medical Services Transport Fees  
 Kirkland Ord. 4745  
 KMC 8.09 – Animal Control Authority  
 King County Code 2.35A  
 Revised Code of Washington (RCW) 18.39 – Embalmers–Funeral Directors  
 RCW 18.71 – Physicians  
 RCW 18.73 – Emergency Medical Care and Transportation Services  
 RCW 43.20 – State Board of Health  
 RCW 68.50 – Human Remains  
 RCW 68.52 – Public Cemeteries and Morgues  
 RCW 70.02 – Medical Records–Health Care Information Access and Disclosure  
 RCW 70.58 – Vital Statistics  
 Washington Administrative Code (WAC) 118-04 Emergency Worker Program  
 WAC 246-100 – Communicable and Certain Other Diseases  
 WAC 246-976 – Emergency Medical Services and Trauma Care Systems  
 WAC 308-48 – Funeral Directors, Embalmers, Crematories, Alkaline Hydrolysis Facilities, and Natural Organic Reduction Facilities

## EMERGENCY SUPPORT FUNCTION 9: SEARCH AND RESCUE

### Lead Agency

Kirkland Police Department (PD)

### Support Agencies

Kirkland Office of Emergency Management (OEM)

Kirkland Fire Department

Kirkland Planning and Building Department (P&B)

Kirkland Public Works Department (PW)

Bellevue Police Department

King County Sheriff's Office (KCSO)

Washington State Military Department, Division of Emergency Management (WAEMD)

Washington State Department of Transportation (WSDOT) – Aviation Division

Urban Search & Rescue (USAR) Teams

United States Coast Guard (USCG)

### Introduction

#### Purpose

The purpose of Emergency Support Function (ESF) 9 is to describe the coordination of resources in conducting Search and Rescue (SAR) operations in the City of Kirkland.

#### Scope

This ESF addresses the coordination and actions applicable to SAR operations occurring separately or coincidentally during an incident within the City. SAR operations include but are not limited to locating distressed persons, USAR, maritime rescue or recovery, and aviation rescue.

### Policies

The Kirkland Police Department will operate under the department's standard operating procedures, to the extent possible, found in the Kirkland Lexipol Policy Manual.

Kirkland PD Lexipol Policy 201 – Emergency Management Plan describes how the PD will function during a city-wide incident.

Kirkland PD Lexipol Policy 412 – Rapid Response and Deployment identifies guidelines and factors that will assist responding officers in situations that call for rapid response and deployment.

Washington Administrative Code (WAC) Chapter 118-04 – Emergency Worker program outlines the requirements regarding issuing mission numbers and emergency worker classifications for search and rescue incidents.

Per Revised Code of Washington (RCW) 38.52.400 Search and Rescue Activities - Powers and Duties of Local Officials, the chief law enforcement officer of each political subdivision is responsible for SAR activities. the rescue of survivors or potential survivors shall be considered primary, recovery of bodies secondary in any SAR operation. When SAR activities result in the discovery of a deceased person, or SAR workers assist in the recovery of human remains, the scene commander will ensure compliance with Chapter 68.08 RCW (handling and notification to Coroner).

Per RCW 38.52.010, search and rescue means the act of searching for, rescuing, or recovering persons who have become lost, injured, or are killed as a result of natural, technological, or human-caused incidents.

Per RCW 47.68.380, the aviation division of WSDOT is responsible for the conduct and management of aerial search and rescue activities within the State.

RCW 68.08 describes the process of handling human remains. When search and rescue activities result in the discovery of a deceased person or search and rescue workers assist in the recovery of human remains, the City will comply with this RCW.

### Incident Conditions and Hazards

Hazards that could result in the need for SAR operations include, but are not limited to, the presence of large park areas and greenspace in which people, especially children, may become disoriented and lost, necessitating search and rescue efforts. Private aircraft are often used in and around the City, which could result in a SAR situation on the ground or water.

SAR operations may occur as the result of structural collapse, flooding, land movement, missing aircraft, recreational incidents, and/or vulnerable persons that may wander off from their normal living environments.

The City has public and private waterfront on Lake Washington causing a potential for water and/or boating incidents resulting in marine SAR activities.

Incidents may cause building damage or collapse requiring search and rescue operations including heavy rescue, technical rescue, and emergency medical services.

## Planning Assumptions

- The City has limited SAR resources and a widespread incident may quickly overwhelm local and regional SAR capabilities.
- Some community members are likely to initiate their own search and rescue activities in response to an incident.
- Specialized SAR equipment and/or personnel may be damaged or unavailable due to the incident.
- SAR operations may be the result of a natural disaster, acts of terrorism, missing persons, or other incidents.
- The type of SAR mission may vary from an incident where one person is lost or trapped to a multi-person incident.
- Unique conditions related to the incident may vary and dictate the specific type of SAR resources and operations required.
- Support such as helicopters, tracking dogs, and outside specialized groups may take time to assemble and deploy to the incident site.
- Weather conditions may prevent the use of air assets for extended periods.
- Fire personnel, USAR teams, volunteers, outside agencies, and the private sector may be utilized during SAR incidents.
- Official government-endorsed aircraft, to include helicopters and fixed-wing aircraft, may be utilized to assist in City SAR operations.
- Hazardous environments related to emergency conditions may impede search, rescue, and recovery operations. These may include but are not limited to the presence of hazardous materials including chemicals or biological materials, fire or fire conditions, unstable terrain or snowpack, active threat(s) of violence, live electrical wires, or other conditions.

## Concept of Operations

### General

The Police Department is the lead agency for the coordination of missing or distressed persons search and rescue operations.

During an incident, the PD performs functions that include, but are not limited to, search and rescue of single or multiple persons, recovery and identification of deceased individuals, human remains management, and coordination of wide-area search efforts. All available resources will be leveraged for the extraction and/or evacuation of injured persons and survivors.

Mutual aid agreements exist between Kirkland and the King County Sheriff's Office as well as neighboring law enforcement agencies for assistance in handling incidents within the City limits. This kind of supplemental assistance, when necessitated by an incident, will be requested through the Northeast King County Regional Public Safety Communication Agency (NORCOM) dispatch and/or the Kirkland OEM or Emergency Operations Center (EOC) as appropriate.

PD delegates the lead to the Kirkland Fire Department for coordination and/or operations of USAR and technical rescue activities within the City.

The Kirkland Planning and Building Department supports SAR operations with structural integrity assessment and technical expertise in cases of structural damage or collapse.

When the incident dictates, the PD may request the Bellevue Police Department Bomb Squad to respond to investigate for explosives during SAR operations.

In King County, the primary resource for wilderness area search and rescue is the King County Sheriff's Office Search and Rescue Unit, which oversees a group of trained volunteers to assist with operations. This resource may be activated through the King County Office of Emergency Management (KCOEM) or the KCSO SAR Coordinator.

SAR operations for missing aircraft are the responsibility of the Washington State Department of Transportation, Division of Aeronautics. The Kirkland Police Department will be responsible for coordinating ground support of these operations as requested and able.

The Kirkland Police Department will leverage their routine practices of monitoring and responding to distress levels of persons involved in a SAR incident. This may include support to the missing person(s), family members, the public, and/or responders.

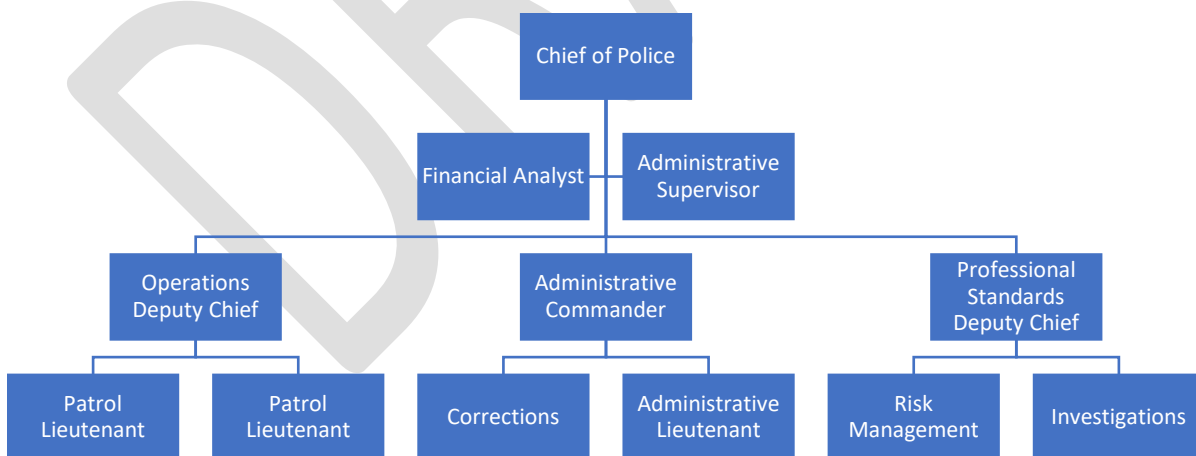
SAR agencies assisting the City of Kirkland will operate under the direction and control of the Kirkland Police Chief or their delegate while operating within the City.

Kirkland PD will coordinate with other agencies (local, state, federal) under a joint operation to best assess, plan, and respond to the incident.

The PD will leverage all available and appropriate resources for SAR missions, including but not limited to, aircraft, canine teams, non-profit and community groups, and City staff.

## Organization

The PD operates under a Chief, Deputy Chief, Lieutenant, Sergeant, Corporal, and Officer rank structure. Mutual aid responders will operate under the direction and control of the Kirkland Incident/Unified Command.



*Figure 28 - Police Department Administrative Structure Organizational Chart*

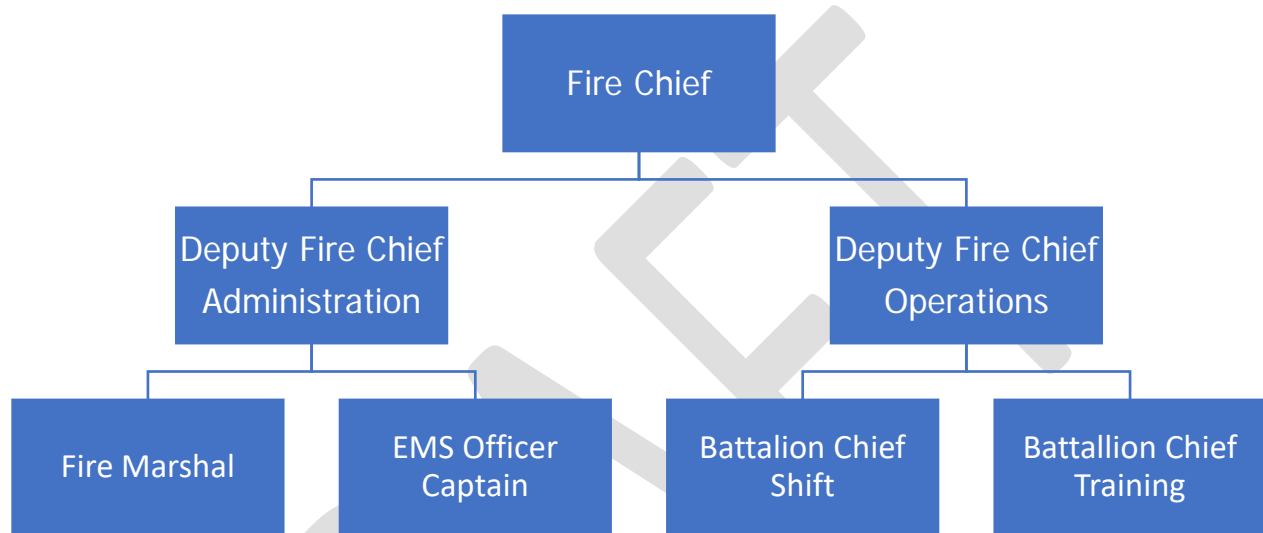
The City contracts with the KCSO Marine Unit for marine patrol, enforcement for marine infractions, and responding to distressed boaters or other calls for assistance. The Marine Unit contributes to swimmer rescues, drowning victims, and body recovery, as well as documenting and recovering evidence underwater.



The KCSO is responsible for land and waterborne search and rescue operations within its jurisdictional authority.

The King County Search and Rescue Association (KCSARA) assists the County with search and rescue activities. Oversight of the KCSARA units is provided by the KCSO. Dispatch of these units is initiated by the King County Communications Center.

For technical rescue and/or USAR operations the Fire Department will leverage their existing organizational structure to facilitate operations, see diagram below.



*Figure 29 - Kirkland Fire Department Operations Organizational Chart*

The WSDOT aviation division is responsible for the conduct and management of aerial search and rescue, including search and rescue efforts involving aircraft.

The KCSARA assists the County with search and rescue activities. Oversight of the KCSARA units is provided by the KCSO. Dispatch of these units is initiated by the King County Communications Center. Other SAR teams may be leveraged during an incident, as available.

A primary local USAR team is the Washington State USAR Taskforce 1 (WA-TF 1), which consists of over 210 team members from agencies from three primary jurisdictions: Seattle, King County, and Pierce County. WA-TF 1 can be deployed via a request to WAEMD to assist with USAR missions. WA-TF 1 primarily resides in Pierce County. Other USAR teams may be leveraged during an incident, as available.

## Procedures

The PD will follow departmental policies and procedures during SAR operations whenever possible.

Requests for additional SAR resources from the Incident Commander or their delegate will be facilitated through NORCOM, OEM, and/or the Kirkland EOC, as appropriate, by radio and/or phone.

The PD Incident Command or Kirkland Emergency Manager will request a SAR Mission number from Washington State Emergency Management, as appropriate to the SAR mission, by calling the WAEMD Duty Officer.

The PD will use as many resources as available to appropriately engage the public in SAR missions, including but not limited to social media posts, amber or silver alerts, reader boards, door to door notifications, and public address systems.

PD and Fire will establish Unified Command for USAR incidents; PD will focus on the potential criminal investigation while fire conducts rescue operations.

If assistance from the Planning & Building Department is needed to assess the stability of structures, PD will request OEM and/or the EOC will contact the Department Director or delegate to coordinate resources.

### Mitigation Activities

- Identify opportunities for and engage with high-risk individuals and/or their guardians or caregivers to reduce the potential for SAR operations.
- Maintain City parks and green spaces to be well-lit and with clearly marked pedestrian pathways.
- Maintain basic SAR supplies, including but not limited to, responder protective equipment, first aid kits, marking tape, and light sources.

### Preparedness Activities

- Train officers and supervisors on the Amber Alert and Silver Alert activation and use protocols.
- Facilitate ongoing training associated with SAR operational procedures and available resources.
- Provide situational awareness of frequent missing persons or known vulnerable persons living in the City during shift briefing.
- PD personnel will direct staff to go onsite at high-risk SAR operational areas, such as parks, to build area familiarization with the locations before an incident.

### Response Activities

- Coordinate SAR activities, including joint efforts with response partners.
- Search the immediate area/residence for missing high-risk or vulnerable individuals.
- Assign resources to canvass search area(s) and request additional resources, as appropriate to the incident.
- Request a SAR Mission number from WAEMD.
- Disseminate public information and monitor messaging related to SAR operations, including interacting with the media.
- Perform investigation, secure evidence, and manage criminal components of SAR operations.
- Notify next of kin of decedents.

## Recovery Activities

- Restock SAR supplies, as the supply chain supports, to at least pre-incident levels.
- Participate in incident debriefs and/or After-Action Reviews/reports related to the SAR mission.
- Provide peer or professional mental health support to the public, City staff, or others as identified, and as appropriate resources allow.
- Notify WAEMD of the termination and disposition of SAR missions.

## Responsibilities

### Lead Agency – Police Department (PD)

- Lead SAR missions, including serving at Incident Command and coordinating City and partner SAR resources.
- Inventory personnel and equipment and review policies and procedures governing SAR operations.
- Obtain a SAR mission number from WAEMD.
- Deliver or assist appropriate agencies with next of kin notifications.
- Oversee investigative aspects of SAR missions.

### Support Agencies

#### *Kirkland Office of Emergency Management (OEM)*

- Obtain a SAR mission number from Washington State EMD, if requested to do so by IC.
- Facilitate coordination of SAR mission support resources.
- Active the Kirkland EOC as appropriate to support the incident.
- Approve registration of spontaneous volunteers in accordance with WA State Emergency Worker regulations.
- Facilitate and assist with alert, warning, and public information efforts.

#### *Fire Department*

- Coordinate initial near-shore water rescue operations.
- Conduct and coordinate heavy structural collapse and technical rescue SAR operations.
- Provide medical care and support to SAR personnel and located/rescued survivors, as resources allow.

#### *Kirkland Planning and Building Department (P&B)*

- Provide trained engineering personnel for technical support in the assessment of structural damage or stability of the involved structure(s).

#### *Kirkland Public Works Department (PW)*

- Provide heavy equipment and personnel to assist with the removal of debris, as resources allow.
- Provide barriers, reader boards, or other logistical resources as requested by Incident Command, OEM, or the EOC.

#### *Bellevue Police Department – Bomb Squad*

- Support the clearing and securing of devices at structures believed to be threatened or impacted by an explosive device.

#### *King County Sheriff's Office (KCSO)*

- Support land SAR operations with available and appropriate resources include but not limited to personnel, air assets, and affiliated volunteers.
- Support water SAR efforts with Marine Patrol and Dive Team personnel and equipment, as requested and resources allow.
- Support the clearing and securing of devices at structures believed to be threatened or impacted by an explosive device.

#### *Washington State Military Department Division of Emergency Management (WAEMD)*

- Supply mission number for SAR operations.
- Process City's requests for state or federal SAR resources.

#### *Washington State Department of Transportation- Division of Aviation*

- Support land SAR operations by providing aircraft and/or air operations support.

#### *Urban Search and Rescue Teams*

- Provide technical resources and support for SAR operations as requested and able, based on resources and scale of the incident.

#### *United States Coast Guard (USCG)*

- Provide technical resources and support for water-based SAR operations as requested and able, based on resources and scale of the incident.

## **Resource Requirements**

Resource requirements may include specialized responders (paid and/or volunteer; and equipment and supplies, including communications equipment, to address incident needs.

## **References**

Kirkland Police Department Lexipol Policy Manual

Kirkland Police Department Emergency Management Plan (Kirkland PD Lexipol Policy 201.1).

Kirkland Police Rapid Response and Deployment Plan (Kirkland PD Lexipol Policy 412).

King County Comprehensive Emergency Management Plans, ESF 9 Search and Rescue

Washington State Comprehensive Emergency Management Plan, ESF 9 Search and Rescue

National Response Framework, ESF 9 Search and Rescue

RCW 38.52, Emergency Management

WAC 118, Military Department (Emergency Management)

MOU's: Bellevue, Seattle, KCSO

# EMERGENCY SUPPORT FUNCTION 10: HAZARDOUS MATERIALS

## Lead Agency

Kirkland Fire Department

## Support Agencies

Kirkland Office of Emergency Management (OEM)

Kirkland Public Works Department – Spill Response Team

Kirkland Police Department (PD)

Eastside Hazardous Materials Response Team (EHMT)

Northeast King County Regional Public Safety Communication Agency (NORCOM)

King County Local Emergency Planning Committee (LEPC)

King County Office of Emergency Management (KCOEM)

Public Health – Seattle & King County (PHSKC)

Washington State Department of Ecology (DOE)

Washington State Department of Health (DOH)

Washington State Patrol (WSP)

Washington State Emergency Management Division (WAEMD)

United States Coast Guard (USCG)

United States Environmental Protection Agency (EPA)

Regulated Facilities

## Introduction

### Purpose

The purpose of ESF 10 Hazardous Materials (HazMat) is to describe the coordination of HazMat incidents within, or that may impact, the City of Kirkland.

### Scope

This ESF addresses responses to accidental or intentional discharges or releases of HazMat within the City. It is intended to complement and coordinate with existing hazardous material response plans utilized by the Public Works Spill Response Team, the Kirkland Fire Department, and the EHMT. The EHMT is a regional specialized mutual aid response group made up of HazMat trained fire personnel from King County Zone 1 fire departments, including Kirkland staff.

## Policies

Washington Administrative Code (WAC) 118-40 – Hazardous chemical emergency response planning and community-right-to-know planning.

WAC 173-303-154 – Spills and discharge into the environment, defines responsibility for cleanup and recovery following a HazMat incident.

WAC 296-305-03002 – Hazardous materials outlines safety equipment for fire department personnel involved in HazMat incidents.

WAC 296-824-300 - Training requires training for employees involved in emergency response operations for releases of hazardous substances.

WAC 296-824-500 – Incident Requirements outlines how decontamination and incident termination procedures shall be performed.

Revised Code of Washington (RCW) 70.136 – Hazardous Materials Incidents outlines requirements for HazMat incident response.

RCW 4.24.314 – Person causing hazardous materials incident-responsibility for incident clean-up-Liability dictates responsibility for HazMat cleanup for transportation-related HazMat incidents.

King County Board of Health Title 10, Solid Waste Regulation, Chapter 10.80 identifies PHSKC as the lead agency for screening small amounts of suspect hazardous and non-regulated materials.

2015 Washington State Building Code – Chapter 3 defines the classification of buildings and structures as to use and occupancy.

The National Pollutant Discharge Elimination System (NPDES) Western Washington Phase II Municipal Stormwater Permit outlines documentation standards for spills in the City.

National Fire Protection Agency (NFPA) 472 Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents 8.1.2.2 (d) requires an IAP for HazMat incidents.

Kirkland Municipal Code (KMC) 15.52.090 – Illicit Discharges and Connections prohibits the illicit discharge of materials other than stormwater into the municipal storm drain system and/or surface and ground waters.

Section 105 of the International Fire Code as adopted by the City KMC 21.20 states that the City's Bureau of Fire Prevention is responsible for administering hazardous materials permit and inspection programming.

Kirkland Fire Department Policy 319 – Hazardous Materials Response outlines the Department's response plan for HazMat incidents.

Public Law 99-499, the Superfund Amendments and Re-Authorization Act of 1986 (SARA Title III) authorizes the Emergency Planning & Community Right-to-Know Act (EPCRA) and establishes requirements for the Local Emergency Planning Committee (LEPC).



## Situation

### Incident Conditions and Hazards

The King County LEPC tracks sites in Kirkland that house reportable amounts of hazardous materials; a process that is dependent on the person in possession of such products making a timely notification. This process could place responders and/or the community at risk for injury and/or exposure as failure to provide timely reports means responders may not have the full details of a HazMat risk during an incident.

Interstate 405, a major distribution and transportation route of hazardous and regulated materials, runs through the City. This places the community and environment at risk for impacts related to releases or traffic incidents involving the carriers.

The Olympic pipeline runs the length of the eastern border of the City primarily within the City of Redmond. The pipeline turns west and runs through the northeast corner of the City of Kirkland in the Kingsgate neighborhood. The Olympic Pipeline is a large, 16-inch diameter, pipeline transporting multiple types of liquid fuels both north to Bellingham and South to SeaTac. A rupture or release from this pipeline could cause death, injury, and/or property or environmental damage.

### Planning Assumptions

- HazMat incidents can occur anywhere at any time with little to no notice.
- A HazMat incident could cause the temporary relocation of residents, businesses, and/or City operations.
- HazMat may be intentionally or unintentionally released during natural or human-caused incidents.
- HazMat incident response may involve isolation, evacuation, and/or shelter in place strategies to protect residents, businesses, and responders from the release.
- Household chemicals can cause a HazMat incident.
- Illegal drug labs, terrorist activities, or other criminal activities may create or cause HazMat incidents.
- Procedures for response will vary based upon the location of the HazMat release, the type of material involved, and the population affected.
- Not all products will be reported to the King County LEPC, despite legal requirements.
- Weather conditions could impact the duration or extent of a HazMat spill that occurs outside the City limits to potentially put areas of the City at risk.
- HazMat may be in gas, liquid, or solid form and may change form when exposed to environmental factors including but not limited to heat or cold, water, air, or light.
- Kirkland businesses will report product storage to the King County LEPC.
- Kirkland businesses will implement mitigation measures to prevent HazMat incidents, will have basic spill response supplies on-site, and will report spills/releases immediately.
- It may be unsafe or impractical to move or evacuate a population during a HazMat incident.
- The choice of protective actions will depend on many factors including the magnitude, severity, and urgency of the situation, the characteristics of the area, the affected population, weather, and road conditions.
- Emergency exemptions may be needed for the disposal of contaminated materials.

## Concept of Operations

### General

The City endeavors to mitigate the risk and thus need for response to and recovery from HazMat incidents through public/business education programs and technical support to businesses.

The City manages HazMat incidents through a combined effort of the Public Works – Spill Response Team and the Fire Department, and when appropriate the Police Department.

The Fire Department is a member of the EHMT. Members are trained to the HazMat Technician Level and/or the HazMat Incident Commander (IC) level. The primary response vehicle for the EHMT rotates between Zone 1 fire stations throughout the year; radiation survey meters and dosimeters are stored on the vehicle.

Public Works personnel support hazardous material incidents not requiring the use of PPE and assisting with notification to County or State agencies.

Public Works Spill Response Team staff are trained to the Hazardous Materials Awareness level. Examples of materials that prompt response from Public Works staff include sediment, concrete slurry, soap, vehicle fluids such as diesel or antifreeze, sanitary sewer, and paint.

When there are concerns of unknown materials and/or flammable or threat to life and safety, Fire and/or the DOE lead the response with assistance from Public Works.

Response efforts may include warning the public, containment and stabilization of a site, requests for local experts, notification of state and federal response and regulatory agencies, requests for cleanup resources, recovery of the response and clean-up costs, and post-incident monitoring of the site.

If evacuation is necessary, routes of egress will be determined at the time of incident dependent on weather, wind direction, traffic flow, and additional conditions that may affect routing.

The EPCRA states that the LEPC is responsible for planning and coordinating HazMat information. The King County LEPC, facilitated by KCOEM, plans for unincorporated areas of King County and for political jurisdictions within the county that do not have their own LEPC. The City of Kirkland utilizes the King County LEPC to coordinate and share HazMat information.

SARA Title III requires that all facilities with HazMat report specified types and quantities of HazMat to the LEPC. Facilities are also required to maintain and provide, to the LEPC, plans for the warning, notification, evacuation, and site security under these regulations.

The King County LEPC Emergency Resource Plan addresses the exercise of local capabilities, location of facilities reporting inventories of HazMat, and provides the public with related information as requested.

Legislation defines several partner agencies as the IC for specific locations or types of hazardous material incidents. The City will support these agencies, as appropriate, during an incident, ideally through a Unified Command. The Washington State Patrol is the designated IC

for HazMat incidents occurring on State roadways, the US Coast Guard is lead for incidents on Lake Washington, and the Washington State Department of Health is the lead for incidents involving radioactive materials. Each agency may provide technical personnel and equipment, advice and guidance regarding health hazards, investigation services, and technical assistance with sample collection, laboratory analysis, risk assessment, and/or control and clean-up measures for incidents.

The DOE may provide on-scene coordination, technical information, containment, cleanup, disposal and recovery, environmental damage assessment, chemical analysis, and evidence collection for enforcement actions related to major non-radioactive HazMat incidents.

Illicit discharges from the municipal storm system into the waters of the state will require notification to the DOE. The King County Sherriff's Office Marine Unit may be called upon for assistance with water spill response.

PHSKC and the DOE are the lead agencies for recovery from HazMat incidents. It is the obligation of the responsible party to arrange the cleanup of a HazMat release site. If the site is abandoned, or the responsible party is unable to pay for cleanup or cannot be identified, the DOE and/or the EPA will take the lead on-site cleanup. PHSKC is the lead agency for screening suspect hazardous and non-regulated small quantity HazMat for proper disposal that might be generated from cleanup sites.

## Organization

The Kirkland Fire Department and Public Works have responsibility for responding to HazMat incidents, often in partnership with external agencies. It is the practice of the City to establish a Unified Command structure when more than one agency is involved in incident management; however, the City recognizes legal authorities designate representatives from specific agencies as IC and will partner as necessary to respond to and recover from HazMat incidents.

In King County, Fire HazMat response is conducted as a Zone response. Several fire agencies in each zone contribute technician-level responders and cached equipment to HazMat incidents. There is one Eastside Fire Hazmat Team comprised of equipment and personnel from Kirkland Fire along with the Bothell, Redmond, Bellevue, Issaquah, and Woodinville Fire Departments.

Public Works Water Quality Program staff are called upon for non-hazardous spill elimination, containment, and cleanup, including maintenance of public infrastructure. Public Works also conducts spill incident documentation and/or investigation and assists with notification of County or State agencies.

Partner agencies have their own internal organizational structures and will coordinate efforts with Kirkland responders through IC/UC structures.

## Procedures

When there is an immediate threat to life safety and community actions are necessary to mitigate risk due to a HazMat incident, the IC may notify the public by use of Reverse 911, the Emergency Alert System (EAS), and/or Wireless Emergency Alert (WEA) system, local news reports, or door-to-door contacts. The IC, via radio and/or phone, makes the request for NORCOM, Emergency Management, or an alternate public safety alerting point (PSAP) to issue

a public warning by providing the exact wording and geographical area for the message as described in Emergency Support Function 2: Communications, Information Systems, and Warning.

The OEM receives incident reports from the National Response Center (NRC) via email from either WAEMD or KCOEM and shares them with the Kirkland Spill Response Team and/or Fire Department, as appropriate.

Spills are reported by both internal staff and external customers/residents by calling 911 for emergency situations or the Kirkland Spill Team at 425-587-3900 or [erts@kirklandwa.gov](mailto:erts@kirklandwa.gov) for non-emergent situations, 24/7. Water quality concerns, spills, and illicit discharges to municipal storm system should be reported to the Kirkland Spill Hotline, 425-587-3900 and documented per the NPDES Western Washington Phase II Municipal Stormwater Permit. The Spill Response Team may notify the Fire Department as appropriate the level of response.

The City notifies external response partners of spills including, but not limited to, the WA Department of Ecology's Environmental Report Tracking System (ERTS), the National Response Center (NRC), the WA State Department of Fish and Wildlife, the Washington State Emergency Management Division (WAEMD), or the Puget Sound Clean Air Agency directly via phone call per the Standby Response Procedures and the Notification Checklist in the Standby Manual.

HazMat incidents may require limiting access to the incident scene. Physical demarcation of the hot (exclusion), warm, and cold zones shall be determined and established using product-specific data guided by the United States Department of Health Pipeline and Hazardous Materials Safety Administration (PHMSA) Emergency Response Guidebook (ERG), transport paperwork/manifest, Material Safety Data Sheet (MSDS), or other credible sources. The zones may be marked with barrier tape, cones, vehicles, or other visual markers. As the incident progresses the zones may be adjusted. Emergency responders should be alert to the indication of the presence of radiological materials. In the absence of medical emergencies in the hot zone, an entry should not be made until an operational radiation survey meter is available.

The selection of protective clothing will depend on the perceived and/or confirmed hazardous material and potential method(s) of exposure as determined in the substance identification process. Emergency responders shall wear positive pressure self-contained breathing apparatus (SCBA) in the hot zone and during the initial stages of decontamination until air quality has been determined safe. Personnel at the scene will attempt to minimize contact with hazardous substances whenever possible.

## Mitigation Activities

- Promote household hazardous waste education, collection, and proper disposal programs.
- Minimize the amount of HazMat stored and used by City Departments and programs.
- Conduct code and permit inspections for High-Hazard Group H occupancies using, handling, or storing reportable quantities of HazMat as classified by Chapter 3 of the Washington State Building Code.
- Participate in the King County LEPC.
- Stock supplies for response, containment, and basic cleanup of HazMat incidents.

## Preparedness Activities

- Train City staff to an appropriate level of HazMat response operations based on their position.
- Participate in regional HazMat response team planning efforts.
- Conduct drills and exercises to test HazMat plans, training, equipment, and procedures.
- Maintain a working relationship with partner agencies.
- Maintain updated contact information for trained personnel and support agencies.
- Verify HazMat and spill response supplies are stocked on fire units daily.

## Response Activities

- Respond to HazMat incidents.
- Gather information and situation status from departments and agencies supporting ESF 10.
- Request additional response and support resources depending on the size and complexity of an incident.
- Notify appropriate federal, state, and county agencies of a HazMat incident based on type, size, location, and complexity.
- Coordinate investigation with Fire Prevention and/or Law Enforcement.
- Coordinate cleanup of spills and decontamination of equipment.
- Facilitate decontamination of responders, equipment, community members or assets, and the environment.
- Create an Incident Action Plan (IAP).

## Recovery Activities

- Decontaminate equipment and restock consumable supplies.
- Facilitate health checks for all response personnel that entered into hot or warm zones.
- Properly dispose of expended or soiled supplies.
- Monitor cleanup efforts for progress and worker safety.
- Provide technical content to the City Communications Manager for messaging related to cleanup efforts/progress.
- Complete an After-Action Review (AAR) for each HazMat incident.

## Responsibilities

### Lead Agency – Kirkland Fire Department

- Respond to HazMat incidents, including providing emergency medical care and transportation, control and containment of a hazardous material release or fire involving HazMat, and other operations that may be necessary to manage the incident.
- Act as IC for HazMat incidents, except for situations where WSP, the USCG, or other agencies are designated as IC per law.
- Follow the operational policies set out in Fire Department Directive 319 – Hazardous Materials Response.
- Coordinate response activities with the Eastside HazMat Response Team and/or partner agencies, if the incident exceeds the capability of the initial responders
- Notify the agencies responsible for clean-up and disposal of HazMat releases.
- Identify HazMat risks during incident response.
- Initiate and facilitate evacuation and/or shelter in place orders.

## Support Agencies

### *Kirkland Office of Emergency Management (OEM)*

- Forward incoming NRC reports to appropriate departments.

### *Kirkland Public Works – Spill Response Team*

- Respond to spills as notified by the community, OEM, fire, and/or police.
- Provide equipment and personnel to assist in the containment of a HazMat release as appropriate to training.
- Monitor and protect the drinking water and wastewater systems from spills as able.
- Provide public education on spill prevention, containment, and disposal programs.
- Assist with temporary storage and/or disposal of response materials and hazardous substances.

### *Kirkland Police Department (PD)*

- Assist with community notification and/or evacuation, crowd, and traffic control on/or near the HazMat incident scene when able and safe to do so.
- Participate in and/or investigate HazMat incidents with known, perceived, or potential illegal/criminal activities.

### *Eastside Hazardous Materials Response Team (EHMT)*

- Respond when dispatched by NORCOM.
- Operate in accordance with Eastside HazMat Team Operating Guidelines. Maintain operational readiness of Zone 1 HazMat vehicle and response equipment stored on the vehicle.
- Identify the need for additional personnel and agency expertise; coordinate requests for assistance.

### *Northeast King County Regional Public Safety Communication Agency (NORCOM)*

- Dispatch first responders to HazMat incidents.
- Disseminate public alerts and warnings for HazMat incidents, as requested by IC or OEM.

### *King County Local Emergency Planning Committee (LEPC)*

- Provide information about chemicals in the community to residents.
- Process EPCRA reports.
- Facilitate local jurisdiction LEPC involvement.
- Maintain records of annual Tier II reports and Clean Air Act documents provided by facilities.
- Provide material and contact information on HazMat regulated facilities as requested and able.

### *King County Office of Emergency Management (KCOEM)*

- Manage the King County LEPC.
- Develop the HazMat Support Annex for the County CEMP.
- Disseminate alerts and warning for HazMat incidents as requested and able.
- Provide NRC reports involving Kirkland to the City OEM.



#### *Public Health – Seattle & King County (PHSKC)*

- Perform testing of water and/or soil for identification of contamination.
- Provide technical assistance related to health and medical issues.
- Promote and protect public health in HazMat incidents.
- Assist with HazMat related investigation and mitigation to water and sewer utilities.
- Direct the closure of contaminated sites.
- Determine when a contaminated site is safe to reoccupy/reopen.
- Provide information to the public on the health effects of, and how to avoid contamination from, HazMat.

#### *Washington State Department of Ecology (DOE)*

- Provide on-scene coordination, technical information on contamination, clean-up, disposal and recovery, environmental damage assessment, laboratory analysis, and evidence collection for enforcement actions for non-radiological environmental threats.
- Assume responsibility for removal of HazMat, including those held in interim storage by the City.
- Develop, implement, and maintain an EPCRA, Community Right to Know Program, including data management, Community Right to Know reports, and notifications for the State Emergency Response Commission (SERC).

#### *Washington State Department of Health (DOH)*

- Act as lead for radiological HazMat incidents.

#### *Washington State Patrol (WSP)*

- Act as the IC and coordinate response with local jurisdictions for HazMat incidents on State roadways.
- Assist with the investigation of HazMat incidents where illegal/criminal activities may be involved, as appropriate.

#### *Washington State Military Department – Emergency Management Division (WAEMD)*

- Disseminate notifications from the NRC to local jurisdictions.

#### *United States Coast Guard (USCG)*

- Act as the IC for spills of HazMat or petroleum products occurring on navigable waterways and direct the response to such spills.
- Provide notification of HazMat incidents to appropriate authorities through the NRC.

#### *United States Environmental Protection Agency (EPA)*

- Act as the IC for spills of HazMat or petroleum products occurring on inland waterways – when requested or when local agencies exceed capability.

#### *Regulated Facilities*

- Identify the location of stored HazMat.
- Designate a Facility Emergency Coordinator to act as the contact for the facility and HazMat information.
- Report chemical inventories to the SERC, LEPC, and local Fire Department.
- Submit Tier Two-Emergency and Hazardous Chemical Inventory Report as required.
- Prepare HazMat plans and provide copies to the King County LEPC as required.

- Notify 911 and/or the Kirkland Spill Hotline when a HazMat spill or release occurs at their site.
- Include evacuation routes and methods of evacuation for employees and visitors in HazMat plans.

## Resource Requirements

Resource needs may include technical specialists trained in hazmat response; and equipment and supplies intended to mitigate and manage hazmat incidents.

## References

Fire Department Policy Directive 319 – Hazardous Materials Response  
 Kirkland Public Works Spill Response Manual  
 Kirkland Fire Department Daily Rig Check Forms  
 Eastside Hazardous Materials Team Standard Operational Guidelines.  
 King County Fire Resource Plan  
 King County Local Emergency Planning Committee Operating Guidelines  
 King County Local Emergency Planning Committee (LEPC) Hazardous Materials Plan  
 Washington State Fire Services Resource Mobilization Plan  
 National Pollutant Discharge Elimination System (NPDES) Western Washington Phase II  
 Municipal Stormwater Permit  
 The Emergency Planning & Community Right-to-Know Act (EPCRA), authorized by the  
 Superfund Amendments and Re-Authorization Act of 1986 (SARA Title III)  
 RCW 70.136.030 – Incident command agencies-Designation by political subdivisions  
 RCW 70.136.035 – Incident command agencies  
 WAC 173-303-154 – Spills and discharge into the environment  
 WAC 296-305-03002 – Hazardous materials  
 WAC 296-824-300 - Training  
 WAC 296-824-500 – Incident Requirements  
 King County Board of Health Title 10, Solid Waste Regulation, Chapter 10.80  
 US Department of Transportation and Transport Canada, *Emergency Response Guidebook*  
 (ERG)

# EMERGENCY SUPPORT FUNCTION 11: AGRICULTURE AND NATURAL RESOURCES

## Lead Agency

Kirkland Parks & Community Services Department (PCS)

## Support Agencies

Kirkland Green Partnership

Kirkland Arts Commission

Kirkland Public Works Department (PW)

Kirkland Police Department (PD)

Kirkland Planning and Building Department (P&B)

The King County Department of Natural Resources (DNRP) Water and Land Resources Division

King County Historic Preservation Program (HPP)

Cascade Water Alliance

Northshore Utility District

Woodinville Utility District

Seattle Public Utilities

Public Health – Seattle & King County (PHSKC)

Washington State Department of Agriculture

United States Department of Agriculture

Non-Governmental Organizations (NGOs)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 11 Agriculture and Natural Resources is to describe the coordination of food safety and supply management, animal and plant disease outbreaks, and sustainment of natural, cultural, or historical resources in Kirkland during an incident.

### Scope

This ESF addresses the safety, procurement, and distribution of food and water supplies, response to animal or plant disease outbreaks, and the preservation and restoration of natural, cultural, or historical sites, facilities, or assets in the City.

## Policies

Kirkland Resolution R-4986 adopted the 2013 Kirkland Urban Forestry Strategic Management Plan.

The Kirkland Sustainability Master Plan, as adopted in Resolution R-5457 outlines policies for the care and sustainability of the natural environment and ecosystems.

Kirkland Cultural Arts Commission Bylaws outlines the purpose and guiding principles for the Kirkland Cultural Arts Commission (KCAC)

Kirkland Municipal Code (KMC) Chapter 90 – Critical Areas outlines guidance for the care and maintenance of sensitive natural areas including wetlands, streams, minor lakes, fish and wildlife habitat conservation areas, and frequently flooded areas.

Kirkland Zoning Code 115.20 – Animals in Residential Zones outlines the allowable number of pets and animals kept for accessory use in zones where dwelling units are permitted.

King County Code (KCC) 20.62 – Landmarks directs the King County Historic Preservation Officer to maintain a compilation of information on significant historic resources known as the Historic Resource Inventory (HRI).

Revised Code of Washington (RCW) 27.53 – Archaeological Sites and Resources, establishes penalties for disturbing known archaeological sites on either public or private land without a permit from the Washington State Department of Archaeology and Historic Preservation.

RCW 27.44 – Indian Graves and Records, describes procedures for responding to discoveries of human skeletal remains and establishes penalties for knowing disturbance of Native Indian cairns, graves, and rock markings.

RCW 68.50 – Human Remains, requires notification of the County Medical Examiner when human remains are discovered.

RCW 43.21C – State Environmental Policy establishes the State Environmental Policy Act (SEPA) which requires consideration of historic and archaeological resource impacts in reviewing, conditioning, and approving land use and other actions subject to the Act.

WAC 246-215 – Food Handling guides best practices for handling, preparing, and distributing food to community members. Prepared and distributed food will be done in compliance with the standards laid out in the WAC.

WAC 16 – Department of Agriculture guides agricultural protocols and responses related to animal and crop diseases and pests.

Public Law 115-270 – America's Water Infrastructure Act of 2018

## Situation

### Incident Conditions and Hazards

The City is a vibrant recreational community that values the environment, open spaces, and cultural and historical assets. Hazards that could cause damage to infrastructure, loss of power, or roads, may result in a lack of ability to maintain food safety and distribution. The presence of domestic and wild animals places the City at risk for possible disease outbreaks. In addition to Lake Washington, the small lakes in the City increase the potential and risk of waterborne disease outbreaks.

Food or water storage or supply chains may become compromised by power outages, transportation interruption, the introduction of contaminants, plant and animal-borne disease, local or regional flooding or drought, sabotage, or other criminal activity.

Although the City is not “old” by historical measures, there are some cultural and historical sites, such as Heritage Hall, the Peter Kirk Building, the Shumway Mansion, and a number of other historic homes and private properties that could negatively impact the community if they were to be damaged or destroyed by an incident. Damages to cultural and historic assets may be direct or indirect. For example, direct damage may be caused by ground movement, severe weather, or terrorism. Secondary damages may occur or be discovered during repair or replacement of adjacent non-historic facilities.

Kirkland does not have any designated agricultural land or farms within City limits. There is a limited amount of livestock, primarily horses for recreational purposes, within the City. Equestrian owners are expected to have the resources to manage the needs of their animals.

### Planning Assumptions

- The City may not have the infrastructure or resources to provide food and water to the whole community.
- Some plant diseases are very infectious and can be difficult to identify, isolate, control, and eradicate.
- The Washington State Department of Agriculture, in collaboration with identified stakeholders and legal authorities, will provide guidance for managing animal and/or plant disease outbreaks.
- If not handled properly, food, water, and donated goods can become vehicles for illness or disease transmission.
- Unsolicited donations of food and goods may arrive and the City may have limited capacity to process and/or distribute them.
- Some donated items may not be appropriate for use and may have to be disposed of.
- Cultural heritage institutions (such as museums, libraries, and historical societies) may have sensitive collections that require specific actions for protection or preservation.
- Cultural, historical, artworks, or green spaces may be damaged, destroyed, or lost in an incident.
- The City may utilize Commodity Points of Distribution (CPOD) to deliver items to the community.
- The City may need to coordinate with non-profit and/or private sector organizations for the management of food, water, and donated goods.

- The City may coordinate with local, county, state, and federal partners to assess, protect, preserve, conserve, and restore natural resources and/or cultural sites.
- PHSKC will provide information on measures to be taken to reduce contamination of food and water, as well as information and recommendations for the safe storage and distribution of emergency food.
- If a possible foreign animal/insect/crop/disease is confirmed in Kirkland, federal, state, and/or county agencies may take lead for the incident.

## Concept of Operations

### General

The City intends to establish a Mass Care Workgroup (MCW) to coordinate and manage the missions associated with caring for the community. It is expected that the topics covered in this ESF would be represented in that workgroup by one or more City staff. Based on the incident the MCW will include representatives from Public Health and government and non-government partners with a role in food safety and distribution, animal and disease outbreak, and natural, cultural, and/or historical care and preservation.

Management, procurement, and distribution of food and water for community members and emergency workers will be coordinated by the MCW and/or the EOC.

City staff will coordinate with partners who provide drinking water and/or nutritional services to identify needs and facilitate the supply and distribution of food and water. The resources necessary to fulfill the response and recovery needs of this ESF may vary widely. Inspection and testing staff and analytical laboratories may be needed to assist in identifying hazards.

The Kirkland Cultural Arts Commission (KCAC) is a volunteer advisory board that helps implement public art vision and installation in the City, manages and curates the City's public art collection, and reviews proposed public art and cultural acquisitions. The KCAC also reviews and advises the City on memorial artwork installations during normal operations and may assist with this task during recovery. The National Parks Service may also advise the City on the development and implementation of incident memorials. The PCS Maintenance Division oversees maintenance, care, and repair of City-owned public artworks.

The City contracts with the KC HPP to preserve and protect cultural and historic resources including archaeological sites, buildings, structures, objects, districts, historic sites, and burials. The HPP also documents and evaluates cultural and historic resources to determine significance, regulating changes to landmark properties, and providing technical assistance to the City. PCS maintains the Heritage Hall and Centennial Gardens site. During an incident, the KC HPP assists the City with the identification and recognition of historic and cultural sites and helps guide planning to make any needed repairs or restoration to those sites without affecting their cultural or historic significance.

The KC DNRP Water and Land Resources Division conducts limited water quality testing of swimming beaches, which in Kirkland include Juanita Beach, Houghton Beach, and Waverly Beach during the summer months and may be leveraged during an incident to support environmental assessment. The King County Water and Land Resources division also provides weekly water quality data, which PHSKC may use to recommend beach closures. The City



follows the guidance of Public Health – Seattle & King County for the closure of swimming beaches due to bacterial or algal toxins in the water.

## Organization

The MCW will identify and create plans to coordinate the procurement of food and water for distribution during an incident. The workgroup will invite the appropriate representative(s) with responsibility for agriculture and natural resources to work with the City to respond to and recover from incident impacts for their area of expertise.

The PCS Department maintains parks and open spaces within the City. The Green Kirkland Partnership under the PCS guides the management and restoration of City-owned natural areas in the City. The PCS department works with PHSKC, the State and Federal Departments of Agriculture, and other response partners to respond to incidents of animal, zoonotic, or plant disease(s).

The Planning and Building Department is responsible for urban forestry and related response efforts for the City.

The Planning and Building Department contracts with the King County HPP to identify, evaluate, and protect historic and archaeological resources. The HPP facilitates preparedness for landmarks and may inform property owners and the City about best practices for protection, preservation, and avoiding unnecessary damage or demolition following an incident.

## Procedures

The PCS Department leverages daily operational procedures to manage incidents, expand capability, and request additional support depending on the incident. PCS management calls in staff based on seniority, which position/team is needed, or based on a pre-planned volunteer list of staff willing to work additional hours. The PCS staff maintain and clean waterfront shorelines daily. In an incident where more significant cleanup may be required, PCS coordinates with the appropriate agency to coordinate the response, which may include other City Departments or outside agencies such as KC DNRP, the WA Department of Ecology, or the WA Department of Fish and Wildlife.

Through the EOC and MCW, the Kirkland Commodity Point of Distribution (CPOD) Plan will be utilized to distribute food, water, or other supplies to the public. Emergency Support Function 6: Mass Care, Housing, and Human Services and the CPOD plan detail the procedures for implementation.

The PW Water Division operates and maintains the City's water infrastructure daily and will leverage these processes to manage and respond to an incident affecting the water system. Seattle Public Utilities performs most of the sampling and treatment for Kirkland's drinking water as part of their service delivery contract. Reports of water quality are provided to Kirkland PW Water Manager who will notify, by phone, appropriate departments and/or leaders if there is a concern with or contamination of the water system.

The Shoreline Master Program (SMP) outlines response activities for algae blooms and other shoreline water quality and preservation issues, including but not limited to notifications by phone and/or email, monitoring and testing processes, and mitigation and/or safety actions.

When the City initiates a construction project the city leverages the KC HPP database to identify historical areas or structures that may be impacted by the project. If historic or cultural assets are identified, the City develops a plan to address the protection of the asset while performing work.

The CMO will serve as a liaison to the KCAC via email, phone, or in-person or virtual meetings.

The King County DNRP Water and Land Resources Division notifies the City, via phone or email, if they identify a population of noxious weeds that the City is required to address. When notified by KC DNRP, the IT GIS group adds the location and population information to the City GIS interactive mapping portal on the City website. Depending on the location, either PW maintenance staff or PCS maintenance staff implement a treatment plan following Integrated Pest Management (IPM) practices which may include but are not limited to control with manual, mechanical, or chemical strategies applied by staff licensed through the WA Department of Agriculture and using herbicides pre-approved by the WA Department of Ecology. The DNRP notifies identified City staff, via phone or email, if a beach exceeds normal fecal amounts and needs to be closed for public health and safety. PCS maintenance staff place pre-printed closure signs, provided by KC DNRP, on the affected beach. PCS staff monitors the situation and removes the signage reopening the beach when DNRP advises it is safe to do so.

### Mitigation Activities

- Maintain limited supplies of emergency food and water at key City facilities.
- Perform maintenance that increases resiliency to hazards in City-owned natural spaces.
- Reinforce City-owned historic and/or cultural buildings and structures for hazard risk reduction.
- Conduct an assessment of the water system every 5 years per the American Water Infrastructure Act.
- Implement the City of Kirkland Urban Forest Management Plan to protect and maintain natural resources.
- Harden City water infrastructure with adaptive pipes and connections to increase resistance to failure from ground movement.
- Implement pre-incident restoration projects optimizing ecological function.
- Incorporate climate change adaptation strategies into existing and future forest and natural area plans.
- Conduct a review of the Shoreline Master Program (SMP) at least every 8 years and make updates as needed.
- Maintain stock of pre-printed, multi-language signage for beach closures due to water quality issues or concerns.

### Preparedness Activities

- Identify local resources for the acquisition of food, potable water, and ice.
- Maintain relationships and updated contact information for ESF 11 personnel and support agencies.
- Educate the public and businesses on protection, mitigation, and recovery measures

associated with agriculture, cultural, natural, and/or historical assets.

## Response Activities

- Assess, stabilize, and/or protect City-owned natural, cultural, and/or historical assets.
- Participate in the Mass Care Workgroup
- Establish Commodity Points of Distribution (CPODs)
- Monitor and contain disease outbreaks or outbreaks of noxious plants
- Verify incident response efforts do not adversely affect historical or cultural sites, to the extent possible.
- Assess and make efforts to meet the nutritional needs of the community when normal food resources are not otherwise available.
- Assess and make repairs to the City's water delivery infrastructure and coordinate with water suppliers.

## Recovery Activities

- Repair and restore City-owned historical, natural, cultural assets, as able.
- Replant or replace damaged vegetation on City property.
- Disposition of diseased and/or deceased animals.
- Restock expended supplies.

## Responsibilities

### Lead Agency – Parks & Community Services Department

- Coordinate procurement, delivery, distribution of nutritional services including food and water through the MCW.
- Support and/or lead CPOD implementation and operations.
- Coordinate with Public Health – Seattle & King County, Kirkland Animal Control, and the Department of Agriculture related to response to plant or animal threats or disease in the City.
- Coordinate protection, repair, and/or restoration of City-owned public art from incident impacts, if possible.
- Coordinate response and recovery efforts related to natural areas in an incident.

## Support Agencies

### *Kirkland Public Works Department*

- Monitor, report, and manage impacts to the City-owned drinking water infrastructure.
- Coordinate drinking water supply and quality with providers.
- Support CPOD implementation and logistical resource needs.

### *Kirkland Police Department (PD)*

- Assist with establishing the security and protection of food, water, and donated goods when possible.
- Investigate damage to and/or destruction of historical, cultural, or natural assets when human-caused impacts are suspected.

#### *Kirkland Planning and Building Department (P&B)*

- Maintain the City's Urban Forestry program and coordinate tree and forestry issues related to incidents.
- Maintain inventory of City-owned natural/cultural/historical assets.

#### *King County Department of Natural Resources (DNRP) Water and Land Resources Division*

- Conducts limited water quality testing of swimming beaches.
- Notify the City if made aware of the presence of noxious weeds or other water quality issues.

#### *King County Historic Preservation Program (HPP)*

- Issue permits for the repair of damage to designated landmarks.
- Identify and maintain a list of historic properties in Kirkland.
- Review and require conditions for permits affecting properties in the King County Historic Resource Inventory.
- Provide technical assistance, loans, and other incentives to landmark stewards to support stabilization and repair of damaged resources.

#### *Cascade Water Alliance*

- Provide for the management and operation, disruption assessment, and repair/restoration of water infrastructure resources.

#### *Northshore Utility District*

- Provide for the management and operation, disruption assessment, and repair/restoration of their water infrastructure resources.

#### *Woodinville Utility District*

- Provide for the management and operation, disruption assessment, and repair/restoration of their water infrastructure resources.

#### *Seattle Public Utilities*

- Provide water safety testing of water supplied to the City.
- Provide for the management and operation, disruption assessment, and repair/restoration of water infrastructure resources.

#### *Public Health – Seattle and King County*

- Provide inspections, testing, public education, and other actions necessary to coordinate the safety and sanitation of food and water supplies and/or services.
- Analyze water samples from sources suspected of contamination and make appropriate recommendations.
- Investigate possible food and/or waterborne illness and/or zoonotic disease outbreaks.

#### *Washington State Department of Agriculture*

- Diagnose, provide preventative measures, and assist with the control of foreign animal diseases.
- Analyze reports of animal illness for unusual clusters or patterns.
- Conduct surveillance sampling of high-risk food commodities.

#### *United States Department of Agriculture*

- Conduct surveillance sampling of high-risk food commodities.
- Assist with obtaining and providing commodity foods for supplemental nutrition, as necessary and able.

#### *Non-Governmental Organizations (NGOs)*

- Support City operations with technical, logistical, and/or operational resources, when requested and able.

## **Resource Requirements**

Resource needs may include inventories of City cultural and historical assets; and connections with agricultural and cultural-specific County, State, and Federal agencies to support incident management.

## **References**

City of Kirkland Policy: Maintenance of Public Art

City of Kirkland Annual Water Quality Report

Green Kirkland Partnership 20-Year Forest and Natural Areas Restoration Plan

City of Kirkland Urban Forestry Strategic Management Plan

City of Kirkland Shoreline Master Program

City of Kirkland Sustainability Master Plan

Kirkland Commodity Points of Distribution (CPOD) Plan

City of Kirkland Historic Resources Survey Report

The Urban Forest & Natural Areas Stewardship Planning Guide from the Green City Partnership

King County Historic Preservation Program Strategic Plan

WAC 246-215, Food Handling

WAC 16, Department of Agriculture

RCW 27.53, Archaeological Sites and Resources

# EMERGENCY SUPPORT FUNCTION 12: ENERGY AND UTILITIES

## Lead Agency

Kirkland Public Works Department (PW)

## Support Agencies

Kirkland City Manager's Office (CMO) - Facilities Division

Puget Sound Energy (PSE)

British Petroleum (BP) Olympic Pipeline

Petrocard, Inc.

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 12 Energy is to describe the coordination of electric power and natural gas services and City petroleum fueling capabilities.

### Scope

This ESF addresses the coordination of commercial energy, natural gas, and petroleum fuel providers serving City operations and the community of Kirkland.

## Policies

The Washington Utilities and Transportation Commission (WUTC) regulates private and investor-owned electric and natural gas utilities in Washington.

Revised Code of Washington (RCW) 19.122 outlines the Call Before You Dig program requiring underground utilities to be located prior to digging or excavating.

RCW 43.21G directs the production, allocation, and consumption of energy programs.

RCW 87.88 directs regulation and safety for gas and hazardous liquid pipelines.

Section 13, Emergency Management of Kirkland's Franchise Agreement with PSE (Kirkland Ordinance 4060) asserts that Annually, upon the request of the City, PSE will coordinate operations and participate in preparedness activities with the City.

## Situation

### Incident Conditions and Hazards

Wide area damage to power and/or transportation infrastructure could cause disruption to energy services such as power, natural gas, and/or petroleum services due to regional demand, lack of delivery or transportation routes, or loss of production capability.

PSE provides power and natural gas service to customers in the City of Kirkland. PSE power lines are both overhead and underground making them susceptible to high winds and interference from trees and other vegetation which could result in power outages or damage to the energy



utility infrastructure. Natural gas lines and service may be susceptible to leaks, damage, or tampering which could result in a significant explosion that may cause fires, injuries or fatalities, and damage to buildings and infrastructure.

The City maintains multiple generators, if these are damaged during an incident or due to vandalism, or if a lack of fuel supply disrupted their use, City operations at critical facilities may be impacted in the event of a power outage.

The Olympic Pipeline Company, operated by BP Pipelines, North America, operates a petroleum pipeline system from Ferndale, WA to Portland, OR. Two lines generally running along the PSE easement north-south corridor pass through the Kingsgate and Totem Lake neighborhoods in the northeast portion of Kirkland. The pipelines carry gasoline, diesel, and aviation fuel. The pipelines are hazardous liquid pipelines that, if damaged or ruptured, can pose a significant risk to public safety and the environment due to the high operating pressure and the highly flammable, explosive, and toxic properties of the fuel.

There are a variety of methods by which fuel and similar hazardous substances are transported through and stored within the City. An accidental or intentional spill of such substances could cause significant harm to the environment and the potential for injury and damage to facilities and buildings. Details regarding hazardous materials incidents are found in ESF 10.

### Planning Assumptions

- Kirkland energy services may sustain damage that could disrupt and/or shutdown energy systems and/or petroleum distribution affecting the sustainment of community lifelines.
- Disruption or damage to one utility system may cause disruption or damage to another utility system due to their interrelated dependency.
- Widespread and/or a prolonged electrical power failure may cause disruption to communication infrastructure and/or traffic control assets, affecting the ability to inform and provide services to the public.
- Power outages may impact public health services.
- Delays in the production, refining, and delivery of petroleum-based products may occur as a result of transportation infrastructure disruption and/or loss of commercial electrical power.
- Extensive damages to power infrastructure, natural gas, and/or petroleum pipelines may take weeks or longer to repair based on the availability of staff, equipment, or replacement parts.
- There may be hoarding of fuel or other energy resources by the public, limiting the available resources for incident response.
- PSE will be responsible for inspection, damage assessment, and restoration of electrical power and natural gas disruptions, including but not limited to the clearing of trees or debris affecting their infrastructure.

# Concept of Operations

## General

City staff supports the delivery of energy services through reporting of identified disruptions or damage and coordination of access, safety, and resource needs, when appropriate and able, to private service providers.

In Kirkland, electric power and natural gas are provided by PSE, a private provider. The City coordinates the daily and incident operational status of PSE services through their online outage map, phone, and/or email, with PSE representatives, which may include a liaison from PSE in the City Emergency Operations Center (EOC) during an incident. During a widespread or significant disruption, PSE coordinates incident response from its corporate EOC and supports the City through a liaison assigned to the King County Emergency Coordination Center (ECC).

The City owns and maintains two licensed petroleum fuel sites: one located at Fire Station #27, and one located at the Kirkland Maintenance Center (1000 8<sup>th</sup> St); combined the systems can store 20,700 gallons of fuel with 3 total tanks at each site, with up to 15,300 gallons of unleaded fuel and up to 5,400 gallons of diesel fuel. The fuel sites are comprised of a fuel management system to monitor underground storage tank (UST) fuel levels, temperature, and volume, dispensers to put fuel into vehicles, and a City Identification Access Badge Reader. Fuel is provided by Christensen fuel through the City of Seattle Cooperative Contract. An offsite vendor, Maintenance Services, is the service vendor for repairs to the fuel system that cannot be managed internally. The PW Fleet Manager is a UST Licensed Site Administrator.

Both fuel systems can be powered by emergency generators with the ability to function without electrical power. In addition to these sites, the City has an Agreement with PetroCard, Inc. for emergency fueling of City vehicles at their adjacent storage facility located at 1021 8th St. In the event of a disruption to the City's supply, PetroCard, Inc. has approximately 55,000 gallons of storage and the Agreement provides first priority to the City.

BP North America owns and operates the Olympic pipeline, which runs north-south just outside the City's geographical boundary, only crossing a small portion, less than .5 mile, within the City's footprint, transporting a variety of petroleum products. The City coordinates with BP for incident response to an incident, as primary or mutual aid responders, via the Northeast King County Regional Public Safety Communication Agency (NORCOM), the BP Control Center, and/or with onsite representatives.

## Organization

### *Internal*

Energy activities will be conducted in coordination with Emergency Support Function 3: Public Works and Engineering as appropriate.

PW assigns a staff person to be on call to coordinate response to after-hours incidents. In addition to managing PW operations for after-hours incidents, the Standby person is responsible for notifying department and City leadership, supporting departments, and the OEM of after-hours energy-related incidents.

The PW Superintendent, or their designee, is the primary point of contact for supporting coordination of service delivery for energy-related incidents. The PW Superintendent is also responsible for notifying department and City leadership and the OEM of incidents requiring support beyond the capability of the PW department.

The PW Fleet Manager is the primary point of contact regarding City petroleum resources. The PW Yard Maintenance and Inventory Control person may serve as a secondary point of contact.

Emergency Management (EM) engages with PW, Fire, and/or service providers, as needed, to support incident management, stabilization, and restoration. EM serves as the liaison point for planning, preparedness, and exercise coordination with PSE.

## Procedures

PW leverages daily operational procedures to manage an incident, expanding capability, and requesting additional support.

The PW Standby Manual contains operational procedures for standby staff to follow during an incident. At a minimum, the Standby staff will notify appropriate leaders and departments of an incident by phone and/or email.

Some City facilities are equipped with emergency generators that automatically start in the event of a power disruption. When power has been disrupted City staff, typically Facilities and PW, will go onsite to verify the generators have started and maintain the fuel needs of the unit.

The City maintains two mobile trailered generators that can be strategically placed, by facilities or PW staff with a vehicle and hitch, according to incident needs.

## Mitigation Activities

- Maintain relationships and, if appropriate, franchise agreements with service providers.
- Include emergency power strategies in City facility projects.
- Educate the community on energy safety and WA State's Call Before You Dig Law.

## Preparedness Activities

- Maintain updated emergency contact information for service providers.
- Participate in service provider offered training opportunities.
- Conduct a check of City fuel storage levels weekly.
- Conduct monthly site inspections of fuel stations.
- Conduct tests of City generators at least monthly.

## Response Activities

- Monitor operations and refill/maintain fuel of generators.
- Coordinate with providers to address disruptions and restoration of system impacts affecting the City.
- Monitor levels of and replenish, as needed and able, City petroleum fuel resources.
- Support scene safety and access for service providers.

## Recovery Activities

- Coordinate internally and with service providers for damage assessment, restoration, and/or repair of energy services for City facilities.
- Restock, repair, replenish, and/or restore City resources to pre-incident levels.
- Refuel generators to pre-incident levels.

## Responsibilities

### Lead Agency – Kirkland Public Works (PW)

- Facilitate communication with service providers.
- Advise service providers of City restoration priorities and make specific requests for service restoration assistance.
- Maintain and operate emergency generators at water and wastewater pumping facilities.
- Provide damage assessments of City-owned energy and/or fuel facilities.
- Coordinate repair operations with outside agencies and private service providers.
- Provide logistical support to first responders and/or service providers managing an electrical, natural gas, and/or petroleum-related incident, as requested and resources allow.
- Maintain franchise agreements with private utility companies providing services to Kirkland.
- Coordinate sustainment and acquisition of City fuel resources.

## Support Agencies

### *Kirkland City Manager's Office (CMO) – Facilities Division*

- Operate and maintain generators at City facilities.

### *Puget Sound Energy (PSE)*

- Provide for the delivery, assessment of disruption, and repair/restoration of electrical and natural gas services.
- Provide information and updates to the City and public about the status of services and estimated service restoration times.
- Coordinate and communicate, in advance whenever possible, with the City OEM and critical services within the City, such as Evergreen Health Medical Center, if an extended outage/disruption is expected or occurring.

#### *British Petroleum (BP) North America Olympic Pipeline*

- Provide for the management and operation, disruption assessment, and repair/restoration of pipeline resources.
- Provide information and updates to the City and public about operational status, disruptions, or incidents.

#### *Petrocard, Inc.*

- Monitor their systems and infrastructure and provide the City information about operational status, disruptions, and/or restoration timelines.

## **Resource Requirements**

Resource needs may include working relationships with service providers; redundant energy systems; and reserve petroleum sources. Provider agencies will require specialized equipment and trained staff to rapidly assess, maintain service, and restore impacted infrastructure.

## **References**

RCW 19.122, Underground Utilities  
RCW 43.21G, Energy Supply Emergencies, Alerts  
RCW 81.88, Gas and Hazardous Liquid Pipelines  
Puget Sound Energy Franchise Agreement  
Petrocard, Inc. Franchise Agreement  
PW Standby Manual  
Kirkland 2035 Section XI – Utilities  
City Generator List  
City of Seattle Cooperative Contract  
UST Walkthrough Inspection Checklist

# EMERGENCY SUPPORT FUNCTION 13: LAW ENFORCEMENT

## Lead Agency

Kirkland Police Department (PD)

## Support Agencies

Kirkland Office of Emergency Management (OEM)

Northeast King County Regional Public Safety Communication Agencies (NORCOM)

Local Law Enforcement Agencies

King County Sheriff Office (KCSO)

Washington State Patrol (WSP)

Washington State Fusion Center (WSFC)

Federal Law Enforcement Agencies

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 13 is to describe the coordination of local law enforcement operations and resources during an incident in the City of Kirkland.

### Scope

This ESF addresses the coordination of law enforcement resources and public safety-related activities during an incident within the City of Kirkland. It does not address the day-to-day operations of the Police Department.

## Policies

Kirkland Municipal Code (KMC) 1.04.040 and 1.04.050 outline law enforcement powers of arrest in coordination with State law.

The Kirkland Police Department will operate under the department's standard operating procedures, to the extent possible, found in the Kirkland Lexipol Policy Manual.

Lexipol Policy 201 describes response activity related incidents including, but not limited to, civil disturbance and mass arrest.

Kirkland PD Lexipol Policy 412 identifies guidelines and factors that will assist responding officers in situations that call for rapid response and deployment.

Criminal information and intelligence reports will be distributed by the Crime Analysis Unit through e-mails, bulletins, and shift briefings to all divisions within the Department (Kirkland PD Lexipol Policy 400.1.2 / 400.2.1).

Washington Administrative Code (WAC) 139-05 outlines the requirements and authorities for law enforcement activities.



Revised Code of Washington (RCW) 10.93, Washington Mutual Aid Peace Officers Powers Act, provides law enforcement with mutual assistance capabilities between jurisdictions.

## Situation

### Incident Conditions and Hazards

Any incident natural, human-caused, or technological may generate a need for law enforcement activity, support, or response. Among these risks, the threats of terrorism or civil unrest tend to create the highest level of uncertainty related to PD response actions. The City of Kirkland is not currently identified as a “hard terrorist target”; however all government entities must consider the risk of soft targets or home-grown acts of terrorism that will increase demand for law enforcement activities. Civil demonstrations do occur in the City and although they historically have been peaceful, the risk of violence, engagement of bad actors, opposing viewpoints, or involvement of City facilities, may create a greater demand for law enforcement engagement and action.

The investigative components of any incident may place an additional, and at times overwhelming, demand on law enforcement resources already engaged in incident stabilization activities associated with public safety. Compounding incidents or consequences of an incident will likely stretch or exceed the resources and capabilities of Kirkland PD.

During a large scale incident, of any cause, mutual aid or specialized resources from partner agencies is highly improbable, increasing the risk of harm and/or impacts to the responders and community of Kirkland.

### Planning Assumptions

- The City may experience incidents that overwhelm law enforcement capabilities.
- Supplemental assistance may be requested utilizing existing mutual aid agreements; however, such resources may be unavailable during a regional or large scale incident.
- The City will retain primary authority and responsibility for law enforcement activities during incidents unless there is a legal statute that identifies an alternate primary authority.
- Specialized law enforcement equipment and/or personnel may be damaged or unavailable due to the incident.
- General law enforcement issues and concerns may be compounded by incident-related disruption.
- Weather-related incidents often require a simultaneous response to incident consequences and regular calls for law enforcement service; prioritization of response may be necessary and managed by senior law enforcement staff.
- Limited resources may result in an inability to respond to some routine calls for service while law enforcement personnel are responding to life safety priorities.
- Mutual aid agreements exist with local law enforcement agencies.
- Prioritization of calls for service may change as the incident evolves.
- Federal law enforcement agencies may operate independently from the City of Kirkland.

# Concept of Operations

## General

The Kirkland Police Department is the lead agency for the coordination of law enforcement activities within the City of Kirkland, including terrorism surveillance, prevention, mitigation, and response actions. The Crime Analysis Unit (CAU) is the central unit for threat intelligence information analysis and dissemination.

During an incident, the Kirkland Police Department performs functions that include, but are not limited to, warning and evacuation, search and rescue, communications, access control, and enforcement of local and state laws. To manage these operations, it may be necessary to recall employees of the Kirkland Police Department during extraordinary circumstances as deemed necessary by the Chief of Police or the authorized designee. PD Command Staff designates which staff groups are needed to be called in and Squad Supervisors maintain contact information for squad members.

Mutual aid agreements exist between Kirkland and the King County Sheriff's Office as well as neighboring law enforcement agencies for assistance in handling incidents within the City limits. Supplemental law enforcement assistance, when necessitated by an incident, will be requested through NORCOM dispatch or the Kirkland Emergency Operations Center (EOC) as appropriate. Law enforcement agencies that are assisting the City of Kirkland will operate under the direction and control of the Kirkland Police Chief or their delegate while operating within the City.

## Organization

The PD operates under a Chief, Deputy Chief, Lieutenant, Sergeant, Corporal, and Officer rank structure. Mutual aid responders will operate under the direction and control of the Kirkland PD.

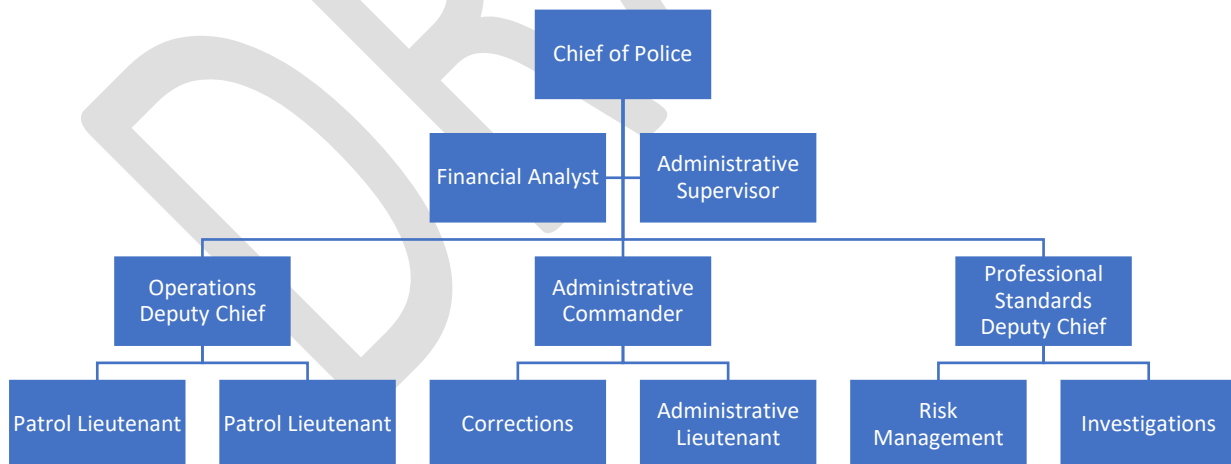


Figure 30 - Police Department Administrative Structure Organizational Chart

## Procedures

The PD will follow departmental policies and procedures during incident operations whenever possible. When the EOC is activated, PD will implement responsibilities as outlined in the CEMP and/or at the direction of the City Manager, and/or the EOC acting under the direction of the City Manager.

Supplemental law enforcement assistance will be requested by Squad Supervisors recalling staff through phone contact, by the Incident Commander (IC) requesting NORCOM alert and dispatch mutual aid resources, and/or by PD Command staff making a written or verbal request to the OEM and/or EOC.

PD units will use their sirens, public address systems, and/or physically go door to door to disseminate alert and warning information or the support evacuation process as requested by the Incident Commander and/or the OEM or EOC to protect life safety in the community. In addition, the IC and/or Incident PIO may leverage the resources described in Emergency Support Function 2: Communications, Information Systems, and Warning, and/or the Evacuation Annex.

Criminal information and intelligence reports will be distributed by the CAU through e-mails, bulletins, and shift briefings to PD staff, the OEM and/or EOC, and City leadership as appropriate.

As part of ongoing and new hire training, PD will provide opportunities for area and hazard familiarization for all staff. Including, whenever possible, onsite observation of areas of concern or risk.

## Mitigation Activities

- Maintain a stockpile of basic law enforcement supplies for use in incidents. Including but not limited to, gloves, face masks, uniforms, bullets, protective barriers, and handcuff resources.
- Maintain familiarity with, and orient new staff to, the known law enforcement risks and hazards that exist within the City and region.
- Establish relationships, communication paths, and train with regional and mutual aid partners.
- Supply and train PD staff with appropriate all-hazard personal protection equipment.

## Preparedness Activities

- Facilitate and/or participate in local and regional ongoing training and exercise opportunities supporting an all-hazard incident management concept of operations.
- Participate in local and regional planning and projects enhancing coordinated incident management.
- Maintain relationships with local, State, Federal, private, public, and non-profit partners.
- Maintain current call out contact information for PD staff.
- Maintain equipment, protective supplies, vehicles, training, and standard operating procedures that facilitate the transition to incident response capabilities.
- Leverage daily shift briefings to remind officers of their role in an incident.

## Response Activities

- Respond to calls for service as the incident and resources allow, in addition to responding directly to the incident or consequences of an incident.
- Assist in the dissemination of alert and warning information.
- Provide support for community evacuation.
- Coordinate, facilitate, and/or provide on-site security to City facilities including the EOC, as well as critical locations within the City such as healthcare providers and schools as requested, able, and deemed appropriate by Incident Command and/or the EOC.
- Coordinate emergency traffic control within the City as resources and incident needs dictate. This may include establishing safety corridors, evacuation routes, or other pathways as needed and able.
- Report observed incident damages to Incident Command and/or the EOC, as able.

## Recovery Activities

- Restock response supplies, as the supply chain supports, to at least pre-incident levels.
- Participate in incident debriefs and/or After-Action Reviews/reports related to the incident.
- Provide peer or professional mental health support to the public, City staff, or others as identified, and appropriate resources allow.
- Conduct initial damage assessments reporting findings to the EOC, as resources allow.

## Responsibilities

### Lead Agency – Kirkland Police Department (PD)

- Lead law enforcement incidents in the City of Kirkland, unless legal statutes place this role with a different agency, such as Federal law enforcement agencies.
- Serve as Incident Command and/or Public Information Officer for law enforcement incidents in the City.
- Coordinate law enforcement mutual aid and/or multi-agency response personnel.
- Respond to calls for service related to the incident and daily life as able, prioritizing response resources to support life safety, incident stabilization, and property protection.
- Maintain resource lists for incident equipment, personnel, and supply sources.
- Provide support in the dissemination of emergency warning information to the public.
- Enforce emergency orders issued by the City of Kirkland or federal, state, or county authorities.
- Provide security and/or perimeter control at incident scenes, the Kirkland EOC, or other identified sites, as resources allow.
- Provide emergency traffic control as dictated by the incident, and resources allow.
- Coordinate and/or provide explosive device identification, handling, and disposal during incidents.
- Law enforcement personnel may assist with conducting windshield surveys and reporting results to the EOC.

## Support Agencies

### *Kirkland Office of Emergency Management (OEM)*

- Activate the EOC and/or Joint Information Center (JIC) in support of law enforcement incidents.
- Provide logistical, communications, and incident support, when the EOC is not activated as requested by IC, the PD Chief or their delegate, or the City Manager.
- Coordinate requests for additional incident resources with federal, state, or county agencies when appropriate.

### *Northeast King County Regional Public Safety Communication Agencies (NORCOM)*

- Manage 911 system calls and assign the response to appropriate law enforcement resources.
- Coordinate with Incident Command and/or the EOC when calls for service exceed resource availability.
- Maintain back-up communication systems if the 911 system becomes inoperable.

### *Local Law Enforcement Agencies*

- Provide mutual aid support as requested and resources allow.
- Participate in response efforts through regional specialized law enforcement teams/groups.

### *King County Sheriff Office (KCSO)*

- Provide mutual aid support as requested and resources allow.
- Provide air and/or marine support for law enforcement activities, when requested and resources allow.
- Participate in response efforts through the deployment of specialized law enforcement teams/groups.

### *Washington State Patrol (WSP)*

- Assist in law enforcement operations within the City of Kirkland when requested and available.
- Serve as Incident Command for law enforcement operations on state roadways that run through the City, particularly Interstate 405.
- Coordinate with City, King County, and State departments, as necessary for incident management.
- Provide traffic enforcement and control on all state roadways within the city.

### *Washington State Fusion Center (WSFC)*

- Monitor, collect, and share intelligence related to a threat that may affect the City.
- Send a representative to Kirkland or allow Kirkland to send a representative to WSFC to facilitate information sharing when appropriate and resources allow.

### *Federal Law Enforcement Agencies*

- Serve as IC for incidents when legal authorities dictate the agency to assume that role.
- Provide technical support to local law enforcement, as requested and able.

## Resource Requirements

Resource needs may include commissioned law enforcement officers; support staff; and equipment such as vehicles and communications resources in order to facilitate incident management.

## References

KMC 1.04.040 Power of Arrest

KMC 1.04.050 Arrest Powers Deemed Additional

Kirkland Police Department Lexipol Policy Manual

Kirkland Police Department Emergency Management Plan (PD Lexipol Policy 201.1).

Kirkland Police Rapid Response and Deployment Plan (PD Lexipol Policy 412).

Kirkland Police Patrol Function Terrorism (PD Lexipol Policy 400.1.2).

King County Comprehensive Emergency Management Plans, ESF 13 Public Safety and Security

Washington State Comprehensive Emergency Management Plan, ESF 13 Public Safety and Security

RCW 10.93, Washington Mutual Aid Peace Officers Powers Act

National Response Framework, ESF 13 Public Safety and Security

Bellevue Police Department Bomb Squad procedures

Memorandums of Understanding: Bellevue, Redmond, Bothell, Medina, Clyde Hill, Issaquah, Seattle, KCSO

Evacuation Annex

Kirkland Terrorism Incident Plan (Draft)



# EMERGENCY SUPPORT FUNCTION 14: SHORT AND LONG-TERM COMMUNITY RECOVERY

## Lead Agency

Kirkland City Manager's Office (CMO)

## Support Agencies

Kirkland Finance & Administration Department (F&A)

Kirkland Human Resources Department (HR)

Kirkland Office of Emergency Management (OEM)

Kirkland Planning and Building Department (P&B)

King County Office of Emergency Management (KCOEM)

Washington State Military Department Emergency Management Division (WAEMD)

Federal Emergency Management Agency (FEMA)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 14 is to describe the coordination of federal, county, state, local, and private sector resources engaged in short and long-term recovery.

### Scope

This ESF addresses the short-term and long-term approach to recovery for the City of Kirkland. Short-term recovery involves the restoration or establishment of alternate capabilities of critical services including but not limited to health and medical, communications, drinking water, power, and basic transportation. Long-term recovery involves the repair, restoration, and/or reestablishment of communities, systems, and infrastructure. Long-term recovery is described as the "new normal" for post-disaster communities.

## Policies

Public Law 115-254 Disaster Recovery Reform Act of 2018

Public Law 113-2 Sandy Recovery Improvement Act of 2013

Post-Katrina Emergency Management Reform Act of 2006

42 U.S.C. Ch. 68 § 5121 et seq Robert T. Stafford Disaster Relief and Emergency Assistance Act

Public Law 1101-336 Americans with Disabilities Act of 1990

## Situation

### Incident Conditions and Hazards

Historically, most disruptive incidents in Kirkland have been related to weather and required short-term recovery efforts. However, the City is at risk for incidents, ranging from a massive earthquake to a health crisis, that could cause widespread damage, destruction, and/or disruption of City services, the economy and businesses, and the societal norms of the community. While some incidents may cause short-term impacts, others pose the risk of significant long-term effects that could leave Kirkland in a position of financial, economic, and/or community hardship for years.

In addition to risk, the City is dependent on private and public sector partners for delivery and support of certain critical infrastructure, such as power, water, and sewer resulting in a greater concern for extended recovery periods due to a lack of control over restoration and repair efforts.

### Planning Assumptions

- The recovery process may, and most likely will, overlap with response efforts.
- Recovery is a process that will impact individuals, businesses, and government, for weeks, months, or years.
- Continuity of government and government essential functions will be prioritized for sustainment.
- The City will endeavor to meet all the identified recovery needs; however, some may not be realistic or feasible.
- Recovery will be guided by credible official sources of information.
- Not all services/systems may be repaired, restored, or returned to pre-incident status.
- Priority may be given to critical services.
- There may not be enough resources, persons or supplies, available to perform recovery work.
- A lack of or process to obtain funding for recovery may delay or negatively impact a recovery project/effort.
- It is expected that there will be competing priorities or desires related to recovery.
- The City will engage the community in recovery discussions and planning whenever appropriate and feasible, with the intent to provide a community perspective to recovery.
- To recover, residents will need to maintain employment, access funds, and potentially provide care for family members.
- Permits and licenses may need to be adjusted, waived, or suspended to expedite recovery.
- Outside or additional support may be needed to maintain commerce and restore critical services.
- Emergency repairs may be needed on critical infrastructure such as bridges, roads, and public buildings.
- Long-term business retention and recovery strategies may be needed.
- The City Manager may recommend revisions to policies or ordinances to facilitate recovery efforts.
- The City will assess the social and economic consequences of an incident to inform the development of an effective long-term recovery plan.

- In managing both short-term and long-term recovery efforts, the City Manager will establish a City Recovery Team that may work alone or in partnership with other jurisdictions, state and federal agencies, and the private sector to advise and assist in recovery.

## Concept of Operations

### General

The overall goal of recovery is to establish the “new normal” following an incident and whenever possible build back better than pre-incident conditions. The EOC will lead the transition from response to recovery, which may overlap in some incidents.

The City Manager will advise the City Council on the status and plans for short and long-term recovery and direct the establishment of a Recovery Team to facilitate recovery. The City Manager will appoint a Long-term Disaster Manager and/or Recovery Team Leader to implement the Kirkland Recovery Framework, a separately published document. The Recovery Team will develop an incident-specific recovery plan based on an assessment of recovery needs. The recovery plan will include considerations for environmental, historical, and cultural aspects, resiliency and redundancy, and fair and equitable access and support for recovery resources for the whole community. City departments will participate in recovery coordination and activities to support an effective recovery process when the needs assessment identifies an effort that is within their area of authority or expertise.

The F&A Department will work in conjunction with the Recovery Team to manage public and potentially private funding associated with recovery. The F&A Director (or designee) is the identified Applicant Agent for the City of Kirkland in incidents when a Presidential Declaration of Emergency or a Major Disaster Declaration is issued.

Long-term community recovery efforts will focus on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature, whenever possible. Additionally, recovery efforts will be initiated, implemented, and completed as possible, based on available resources and the overall post-disaster situation.

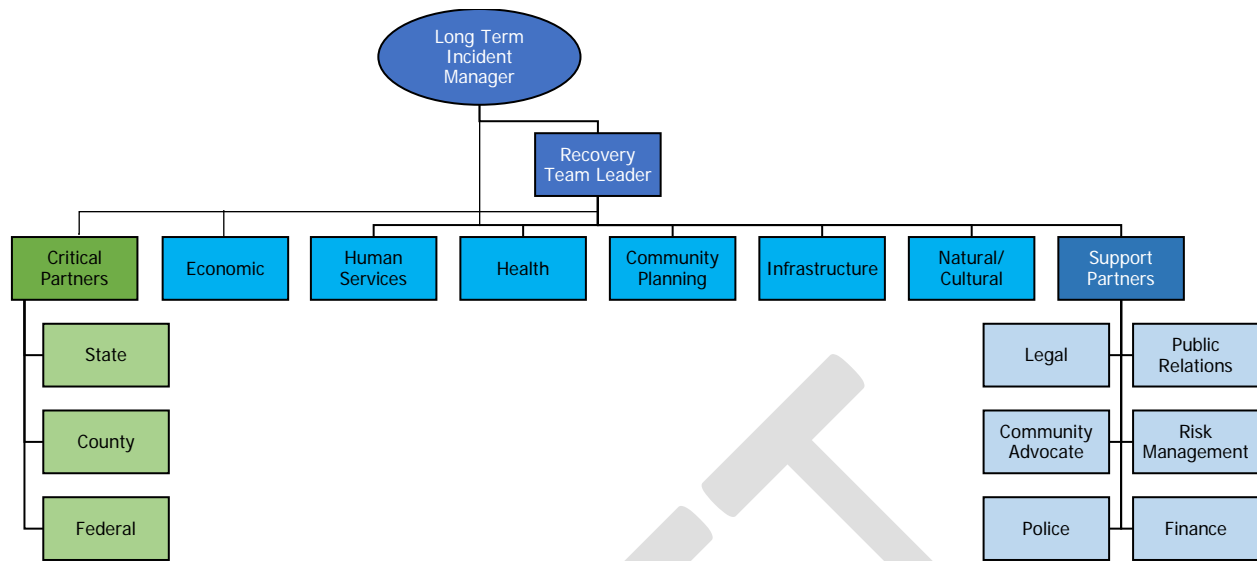
Initially, the EOC may coordinate with federal, state, and county agencies to facilitate the delivery of assistance programs to individuals and businesses, including the identification of appropriate sites for Disaster Recovery Centers.

The City may utilize the post-incident environment as an opportunity to measure the effectiveness of pre-incident mitigation projects.

### Organization

The City Manager’s Office will serve as the lead agency for the coordination and implementation of short and long-term recovery within the City of Kirkland. Transition to recovery will be coordinated through the Emergency Operations Center (EOC).

Recovery will be organized using some or all components of the Recovery Team structure as defined in the Kirkland Recovery Framework, and as pictured here:



*Figure 31 - Recovery Framework – Long Term Recovery Team Basic Structure*

## Procedures

Recovery will be initiated as soon as realistic provided the nature and impacts of an incident. This is typically when the incident has stabilized and most, if not all, life safety missions have been completed.

The City Manager will appoint a Long-term Disaster Manager and/or Recovery Team Leader that will facilitate the implementation of the Recovery Framework. Implementation includes the establishment of a recovery team by selecting City, County, State, Federal, and/or community organization representatives to lead and/or support tasks by each recovery support function activated on the team. The Recovery Team will perform a needs assessment, using the methodology as defined in the Kirkland Recovery Framework to identify the projects, resources, and funding needed for recovery. This information will be consolidated into an incident-specific City Recovery Plan.

The City Manager and City Council will review the recommended recovery plan, including projects, resources, funding, and timelines, and provide direction/approval for implementation.

As a member of the Recovery Team, the City Communications Manager will lead the dissemination of recovery information to the public and businesses through as many methods as possible, including but not limited to digital media, mailings, public service announcements, reader boards, and community organizations.

The Recovery Team will meet on a regular basis to address and discuss recovery projects and efforts as documented in the incident Recovery Plan.

## Mitigation Activities

- Educate the community and businesses on short and long-term recovery strategies and planning.
- Include mitigation, resiliency, and redundancy in planning and implementation of City projects and operations, wherever appropriate.
- Maintain contracts and agreements with critical suppliers and vendors to facilitate recovery efforts.

## Preparedness Activities

- Maintain the City Recovery Framework and supporting templates.
- Train and exercise recovery scenarios with City staff and partner organizations.
- Maintain and exercise recovery support plans such as the Community Points of Distribution (CPOD) and Debris Management plans.
- Maintain availability of key recovery information, such as property assessment data and distribution lists for local businesses.
- Maintain the Continuity of Operations/Government (COOP/COG) plan and train identified COOP/COG staff on their roles as defined in the plan.
- Train field responders on the use of the damage assessment technology and paper version resources.

## Response Activities

- Determine representatives of the recovery team.
- Identify funding and disaster assistance resources.
- Monitor incident for identification of recovery projects/missions.
- Support response efforts that directly relate to recovery activities such as debris removal and preliminary damage assessments.
- Support establishment of Federal Disaster Recovery Centers.
- Communicate available recovery resources to the public, businesses, and the community as a whole.

## Recovery Activities

- Develop an incident-specific recovery plan.
- Implement a recovery plan via the recovery team.
- Replenish or replace any supplies used during recovery efforts.
- Review local legislation to identify opportunities to improve mitigation, response, or recovery.
- Facilitate completion of a recovery after action review.
- Review and adjust the Recovery Framework based on implementation observations.

## Responsibilities

### Lead Agency – Kirkland City Manager's Office (CMO)

- Lead recovery coordination for the City.
- Appoint a Long-term Disaster Manager and/or Recovery Team Leader and direct the implementation of the Recovery Framework and establishment of a Recovery Team.
- Advise and work with the City Council on recovery efforts and policy recommendations.
- Oversee coordination of City departments, local partner organizations, and federal, state, and county agencies involved in recovery efforts.
- Advocate for federal, state, county private sector, and/or non-profit engagement and support of City recovery.
- Lead public messaging for recovery-related information.

### Support Agencies

#### *Kirkland Finance & Administration Department (F&A)*

- Act as the Applicant Agent for the City for federally funded programs.
- Coordinate the collection and processing of records to document disaster expenses for the City.
- Establish a budget process for recovery, including project codes.
- Coordinate recovery-related purchases and contracts with departments.
- Assist in identifying sources of disaster funds, both internal and external.
- Oversee incident record retention and archiving.
- Facilitate public records requests associated with an incident.

#### *Kirkland Human Resources Department (HR)*

- Process incident claims with the City's insurance carriers.
- Support staffing recovery projects, including hiring temporary or permanent staff positions.
- Oversee volunteer management for recovery.
- Manage discussions with labor unions related to recovery work, tasks, or projects.

#### *Kirkland Office of Emergency Management (OEM)*

- Provide incident information to the Recovery Team to assist in the development of a recovery plan.
- Participate on the Recovery Team as an advisor on incident and recovery-related topics.
- Serve as an advisor to City leadership on incident and recovery-related topics.
- Coordinate with federal, state, county, local, private, and non-profit organizations involved in recovery.
- Solicit, receive, document, and disseminate information to coordinate the completion and submission of Preliminary Damage Assessments (PDAs).
- Support implementation and documentation of Federal Individual Assistance and/or Public Assistance programs.



### *Kirkland Planning and Building Department*

#### **Planning**

- Advise the recovery team regarding land use for recovery operations, business, and temporary and/or long-term housing.

#### **Building**

- Lead post-disaster building safety evaluations, as prioritized by the EOC or Recovery Team.
- Review building codes and permit regulations that may need to be revised, suspended, or waived to facilitate recovery efforts.

### *King County Office of Emergency Management (KCOEM)*

- Provide regional incident information, as appropriate, to the Recovery Team to assist in the development of a recovery plan that includes regional considerations when appropriate.
- Facilitate regional recovery coordination in a multi-jurisdictional incident.
- Facilitate access to State and Federal recovery programs for the City.
- Advocate for and support local implementation of recovery efforts and programs.
- Inform the City of regional, state, or federal recovery funding, programs, or opportunities.

### *Washington State Emergency Management Division (WAEMD)*

- Provide statewide incident information to the Recovery Team to assist in the development of a recovery plan.
- Facilitate statewide recovery coordination in a multi-County/State incident.
- Facilitate access to State and Federal recovery programs for the City.
- Advocate for and support local implementation of recovery efforts and programs.
- Inform the City of state or federal recovery funding, programs, or opportunities.

### *Federal Emergency Management Agency (FEMA)*

- Provide technical assistance and national incident information to the Recovery Team to assist in the development of a recovery plan and project implementation.
- Facilitate national recovery coordination in a national impact incident.
- Advocate for and support local implementation of recovery efforts and programs.
- Inform and facilitate access to federal recovery funding, programs, or opportunities

## **Resource Requirements**

Resource requirements are dependent on the incident, its location, duration, and impacts. Requirements will be determined during the transition from response to recovery. Resource needs may include access to State and Federal disaster programs, funding, and dedicated staff to facilitate recovery efforts.

## **References**

Kirkland Recovery Framework

City of Kirkland Hazard Mitigation Plan Annex to the King County Regional Hazard Mitigation Plan

King County CEMP ESF 14 – Disaster Recovery

Washington State CEMP ESF 14 – Long Term Recovery

National Disaster Recovery Framework

# EMERGENCY SUPPORT FUNCTION 15: PUBLIC INFORMATION AND AFFAIRS

## Lead Agency

City Manager's Office (CMO)

## Support Agencies

Office of Emergency Management (OEM)

Kirkland Police Department

Kirkland Fire Department

Kirkland City Communicators – all departments

Kirkland Department of Information Technology (IT)

King County Office of Emergency Management (KCOEM)

Washington State Military Department Emergency Management Division (WAEMD)

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) 15 Public Information and Affairs is to describe the coordination of incident and agency public information and media relations management during incidents in the City.

### Scope

This ESF addresses the public information strategies and City responsibilities for processing, coordinating, and disseminating incident-related information to multiple audiences, including but not limited to, residents, businesses, and Limited English Proficient (LEP) or access and functional needs challenged community members.

## Policies

City of Kirkland Administrative Policy Manual (APM) Policy 2-2, Media Relations, outlines policies for interacting and sharing information with media.

APM Policy 2-3, Electronic Reader Board Signs Content and Usage, outlines the use of reader boards to communicate with the public during incidents.

Revised Code of Washington (RCW) 38.52 directs the requirements for LEP public notices regarding public health, safety, and welfare to be provided in languages identified as the primary spoken dialect by 5% of the City's population, or by 1,000 residents, whichever is less. For Kirkland this includes Spanish.

Presidential Executive Order 13166 directs requirements for access to services for persons with LEP to access in a meaningful way.

The Americans with Disabilities Act (ADA) outlines policies for effective communications with people who have vision, hearing, or speech disabilities who may use different ways to communicate.

## Situation

### Incident Conditions and Hazards

There are a variety of incidents that could negatively impact communication capabilities in Kirkland. These may include damage to communications infrastructure that causes communications systems to fail or operate at a reduced capacity, radio interruptions due to structural material, severe weather interference, power outages, electromagnetic disturbances to radio frequencies or power line transmissions, or general equipment failure or damage.

There are technological risks that could impact communications capabilities, such as network outages or cyber-attack.

Additionally, during or after an incident, there may be a significant increase in communications volume as people attempt to seek help, check-in with loved ones, and get information about the incident. A sudden surge in call or message volume may temporarily overwhelm service capacity and cause difficulties communicating.

### Planning Assumptions

- The City will attempt to leverage as many communications and warning systems as appropriate during an incident.
- Routine day-to-day communications methods will be utilized to the extent possible.
- Communications infrastructure may be damaged or overwhelmed, resulting in reduced communications capabilities within the City, with external partners, and with community members.
- The availability of communication resources may be directly related to the size, type, impacts, and nature of an incident and the amount of funding available.
- The public will expect communications from the City about emergency instructions, available assistance, resources, and City actions to protect life, property, and the environment.
- The City may need to use multiple systems and approaches to reach the greatest amount of the public as possible.
- The nature of an incident may limit the ability to provide advance warning.
- Emergency information or warning relayed to the media is publicized at the discretion of the broadcasters.
- City Leadership will utilize the Government Emergency Telecommunications/Wireless Priority System (GETS/WPS) programs as an enhanced resource for establishing communication in an incident.
- The activation of the Emergency Alert System/Wireless Emergency Alerts (EAS/WEA) can be requested by the City, but the City is not an EAS warning point and does not have the ability to directly issue an EAS.
- Communication systems may not have sufficient capacity to handle the traffic generated by emergency conditions.
- The City may have to rely on alternate communications systems when normal systems are overwhelmed or inadequate for the situation.

- Messaging may not reach all intended audiences.
- The City will endeavor to provide translation services, translated material, and/or access to American Sign Language (ASL) and oral interpretation support for resources and services to the extent possible. Detailed resources are outlined in the LEP Communications Resource Guide.
- Community members with LEP and those with access and functional needs may experience difficulties in receiving and understanding emergency messaging.
- ESF 15 will coordinate with Emergency Support Function 2: Communications, Information Systems, and Warning as appropriate.

## Concept of Operations

### General

The intent of the City is to provide a comprehensive coordinated information and affairs approach to public messaging during incidents. It is understood by the City that there are two categories of public messaging related to an incident:

- 1) Incident messaging specific to the situational and/or response actions of the incident and
- 2) Agency messaging specific to the operations of the City as a whole.

To facilitate consistent and complementary public messaging, every effort will be made to develop and share joint or supporting information between the Incident Public Information Officer (PIO) or Joint Information Center (JIC) and the City Communications Manager or their delegates.

To the best of the City's ability, the delivery of sensitive incident messaging will be shared with the immediately affected individuals first, followed by sharing with City personnel, the directly affected community, and then the broader public community and media respectively.

The City will endeavor to provide information that is consistent, accurate, and timely using communication methods that disseminate the information as widely as possible.

The City may utilize the following communications resources:

- Integrated Public Alert & Warning System through NORCOM the local E-911 Public Safety Answering Point (PSAP)
- VOIP telephone services
- Cellular telephone services
- Two-way radio
  - City radio network
  - Public Safety radio network
- NOAA Weather Alert Radios
  - Weather Radios are located at Kirkland City Hall, Kirkland fire stations, the Kirkland Justice Center, the Public Works Maintenance Center, the Parks & Community Services Maintenance Center, the North Kirkland Community Center, and the Peter Kirk Community Center.
- Web-based technology program for internal employee notifications and non-life-threatening message dissemination for opt-in community subscribers.

- Amateur radio communications equipment and volunteers.
- Public access television channels broadcast on Channels 21 and 75 on Comcast cable, Channels 31 and 32 on Frontier Communications cable, and an interactive City website.
- Internet resources including email, the City website, mailing and distribution lists, and digital media.
- Loudspeakers, reader boards, road signs, and a recorded message line.
- Telecommunication Relay Service (TRS) is provided through the Federal Communications Commission (FCC).
- Text Telephone (TTY) service.

The City will leverage all available resources to provide incident information in multiple formats and to meet LEP and access and functional needs (AFN) requirements, including but not limited to, use of the City's contracted language translation service including ASL interpretation, pre-translated or just in time translated print material, and infographics as available. Approvals Approval for release of incident or agency messaging will be obtained from the appropriate approval source prior to any official City communications being disseminated.

For incident messaging, when the Emergency Operations Center (EOC) is activated the EOC Manager and/or Incident Commander or when delegated the JIC Manager approves all incident information for public release. When the EOC is not activated the Incident Commander and/or Incident PIO, or Department Director, and/or City Manager will approve public information prior to release.

In a terrorist, civil unrest, or other criminal incident, the release of information to the public will be led by the Kirkland Police Department (KPD) and may be coordinated with partner response agencies. A KPD PIO will serve as the Incident PIO and/or JIC Manager as appropriate.

For agency messaging, the normal public messaging approval process will be followed by the City Communications Manager or their designee. During incidents that don't require EOC activation, public information will be coordinated between the City Communications Manager and/or the Incident/Event Commander and/or the OEM to facilitate consistent and accurate messaging.

The King County Emergency Coordination Center (KCECC) JIC and the Washington State Emergency Operations Center JIC may also release incident-related information to the public and will follow their own internal approval processes.

The City Communications Manager will conduct training with City staff with communications duties, as related to City communication protocols, use of social media accounts, and daily communication efforts. The OEM will conduct training with communications staff identified to work as an Incident and/or Agency PIO and/or staff the JIC as related to incident or crisis communications, JIC procedures, and EOC operations.

Media briefings will take place at Kirkland City Hall, or alternate location as determined by the on-scene IC, Communications Manager, and/or Emergency Manager.

The JIC and City Communications Manager will maintain a record of public information released and public affairs activities, respective to their areas of responsibility

## Organization

During an incident that has triggered activation of the EOC, public information will be coordinated through the JIC, established in the EOC. The JIC manager may also be the Incident PIO and will report to the EOC Manager and/or Incident Commander depending on the specific situation.

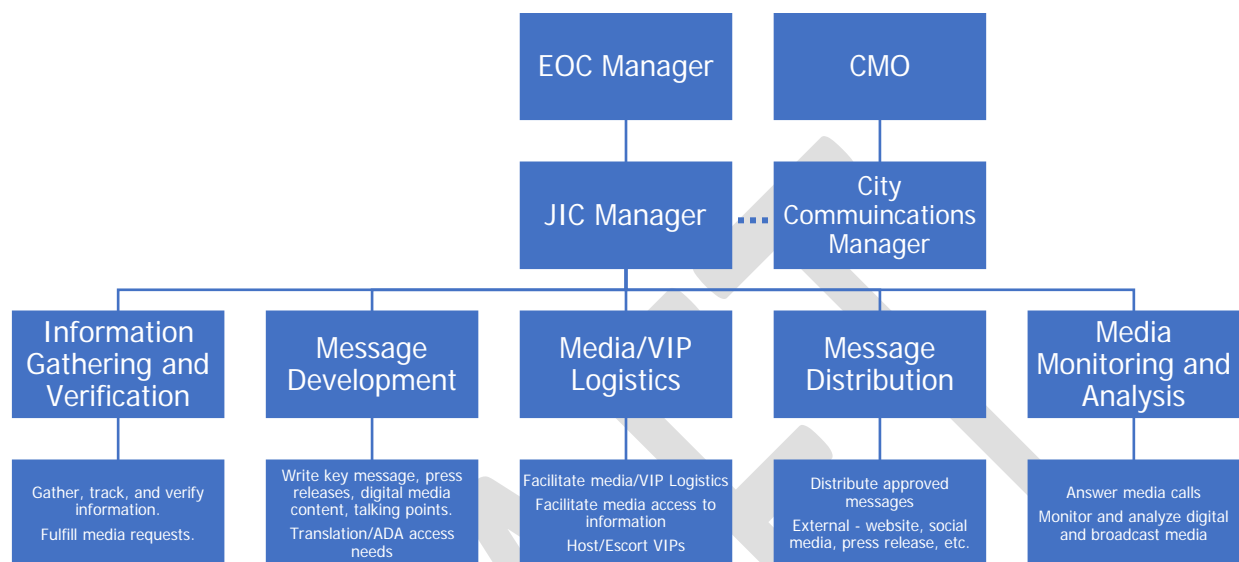


Figure 32 – Kirkland JIC Organization Chart

During an incident that does not trigger the activation of the City's EOC, public information will be coordinated between the City Communications Manager and the OEM and/or on-scene Incident PIO and/or Incident Commander (IC).

## Procedures

The JIC will be activated by the EOC Manager and/or Emergency Manager as determined necessary based on EOC activation status and/or request for support from one or more City departments.

The JIC is staffed with identified City staff with communication experience and training. JIC shifts will match EOC shifts. Staff will be notified by phone, email, or in-person of the need to support the incident management and the JIC.

The JIC has predetermined positions that will be filled based on the availability of staff and incident demands. The EOC Manager and/or JIC Manager will assign roles to JIC staff. The JIC Manager is assigned by the EOC Manager based on incident needs.

The City Communications Manager may coordinate remotely with the JIC, via phone, email, or video conferencing, depending on the nature of the incident; however, at least one member of the City Manager's Office Communications Team will be assigned to staff the JIC in person when activated. The role of this person will be to coordinate agency messaging and support overall JIC operations as requested. Selection of the onsite JIC support person will be made by the City Communications Manager and notification of assignment will be by phone, email, text message, or in person.



Press conferences will be leveraged for incidents with high media interest. This will facilitate consistent equitable access to information while managing the limited availability of City leadership. The JIC will organize, announce, and facilitate press conferences in partnership with the City Communications Manager or their designee. Press conferences will be coordinated by the JIC Manager or an assigned JIC staff person. The JIC and/or City Communications Manager will disseminate notification of the press conference via social media, email, and/or text messaging to appropriate media outlets. Technical experts, such as IT Service Desk and GIS Specialists, will be contacted by phone, email, or in person, to assist with visuals for display at the press conferences. The JIC Manager and/or City Communications Manager will request by email, phone, or in person, the support of the Video Production team as appropriate and available to facilitate technical aspects of the press conference and air the broadcast on the Kirkland Television stations.

The JIC will track, monitor, and when appropriate address social media postings. Staff will provide the JIC Manager, EOC Manager, and City Communications Manager with a written report of topics, trends, and concerns at least once per JIC shift. Responses to social media will be made in accordance with the City of Kirkland Social Media Administrative Guide.

The JIC will coordinate efforts to meet the needs of LEP and alternative communications when producing and releasing public messaging. This will occur for as much content as feasible, but at a minimum for emergency communications. Details of actions and resources to support this effort are outlined in the JIC Manual and LEP Plan.

When requested by the EOC Manager or Incident Commander the JIC will assist in drafting content for an emergency alert or warning, as resources and time allow.

See the JIC Manual for detailed procedures on these and various other roles and responsibilities of the JIC.

### Mitigation Activities

- Maintain instruction guides for communication resources.
- Maintain a media guide to provide consistency in messaging.
- Maintain redundant communication methods for message delivery.
- Maintain communication templates and pre-translated key messaging.
- Maintain communication systems and passwords.

### Preparedness Activities

- Provide public information and/or crisis communications training to identified staff.
- Practice use of communication templates.
- Expand content and languages of LEP translated material.
- Train and practice delivery of messaging with communication systems.
- Train City leaders in their role and the skills of crisis/risk communications.
- Build relationships with local and regional media outlets and contacts, including but not limited to, broadcast, print, digital, and alternative languages.
- Practice on camera and interview skills.

## Response Activities

- Gather information and create messaging for dissemination to the public, including social media posts, videos, graphics or photographs, news releases, website updates, and other identified methods.
- Facilitate press conferences and media availability, as appropriate.
- Provide messaging to leadership prior to public release.
- Translate and create alternate communication deliverables of information, as able and appropriate.
- Respond to messaging or questions for the public as resources and approvals allow.
- Coordinate communications and the release of information with appropriate agencies.
- Share messaging from partner agencies as appropriate.

## Recovery Activities

- Provide public information related to recovery efforts including but not limited to recovery assistance, disaster recovery centers, damage assessments, public meetings, shelter locations, transportation, health and safety, and recovery projects.
- Restock and restore any consumable resources used during the response.
- Analyze data of outreach methodologies and review strategies for audience reach and engagement across platforms.
- Prepare input regarding technology challenges related to LEP communications for State post-incident reporting.
- Evaluate the effectiveness of the communication of life safety and other incident messaging through the After Action Report (AAR) process.

## Responsibilities

### Lead Agency – City Manager’s Office (CMO)

- Establish and maintain guidance and procedures for public information dissemination.
- Develop and document information dissemination channels and systems.
- Designate personnel to staff the JIC when requested.
- Facilitate coordination of Agency and Incident information.
- Inform City leaders of available and appropriate information for public release.
- Support coordination and facilitation of media briefings/press conferences.
- Disseminate agency information, and as appropriate incident messaging, using available resources.
- Coordinate agency messaging with Federal, State, County, and/or partners communications staff.

### Support Agencies

#### *Kirkland Office of Emergency Management (OEM)*

- Establish and maintain procedures for activation and operations of the JIC.
- Coordinate and support public information efforts with the City Manager’s Office as appropriate.
- Provide support to Incident PIO’s, as requested.
- Coordinate and/or provide delivery of PIO/JIC training to City communicators and identified spokespersons.

#### *Kirkland Police Department (PD)*

- Serve as Incident PIO and/or JIC Manager for law enforcement-related communications.
- Assist in staffing the Incident PIO and/or JIC for non-law enforcement led incidents.

#### *Kirkland Fire Department*

- Serve as Incident PIO and/or JIC Manager for fire incident-related communications.

#### *City Communicators – All Kirkland City Departments*

- Assist in staffing the JIC and/or communications roles identified for the incident.

#### *Information Technology Department (IT)*

- Provide technical support for technology-based communication systems and information dissemination.
- Facilitate broadcast of public information over the City's television channel.
- Assist with the delivery of press conferences.

#### *King County Office of Emergency Management (KCOEM)*

- Support regional coordination and dissemination of public messaging.
- Establish and manage a regional JIC and/or JIS as appropriate to the incident.
- Provide the City with the King County public messaging content.
- Assist in translation of messaging.

#### *Washington State Emergency Management (WAEMD)*

- Support statewide coordination and dissemination of public messaging.
- Establish and manage a state JIC and/or JIC as appropriate to the incident.
- Provide the City with the State public messaging content.
- Assist in translation of messaging.

## **Resource Requirements**

Resource needs may include trained communications staff; IT resources including digital media; translation services; redundant communication infrastructure; and supplies to reach the whole community in support of dissemination of incident information and resources.

## **References**

City of Kirkland Social Media Administrative Guide (Internal).  
Kirkland Joint Information Center (JIC) Manual  
Kirkland LEP Communication Guide  
Kirkland Daily Communication Plan (TO BE DEVELOPED)  
City of Kirkland Administrative Policy Manual (APM) Policy 2-2, Media Relations  
APM Policy 2-3, Electronic Reader Board Signs Content and Usage  
Revised Code of Washington (RCW) 38.52 – Emergency Management  
Presidential Executive Order 13166 – Improving Access to Services for Persons with Limited English Proficiency  
Public Law 101-336 The Americans with Disabilities Act (ADA) of 1990

## CORE CAPABILITIES ANNEX

The [National Preparedness Goal](#) describes 32 core capabilities that address the greatest risks to a community. The National Preparedness goal organizes the core capabilities into one or more of five mission areas: Prevention, Protection, Mitigation, Response, and Recovery.

Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
Intelligence and Information Sharing		Community Resilience	Infrastructure Systems	
Interdiction and Disruption		Long-term Vulnerability Reduction	Critical Transportation	Economic Recovery
Screening, Search, and Detection		Risk and Disaster Resilience Assessment	Environmental Response/Health and Safety	Health and Social Services
Forensics and Attribution	Access Control and Identity Verification	Threats and Hazards Identification	Fatality Management Services	Housing
	Cybersecurity		Fire Management and Suppression	Natural and Cultural Resources
	Physical Protective Measures		Logistics and Supply Chain Management	
	Risk Management for Protection Programs and Activities		Mass Care Services	
	Supply Chain Integrity and Security		On-scene Security, Protection, and Law Enforcement	
			Operational Communications	
			Public Health, Healthcare, and Emergency Medical Services	
			Situational Assessment	

# GLOSSARY APPENDIX

## Definitions

Term	Definition
After Action Report (AAR)	A narrative report that presents issues found during an incident or exercise along with recommendations on how those issues can be resolved.
Annex	Supplementary material to the CEMP that exists as a standalone, independent from the document.
Appendix	Supplementary material to the CEMP that is closely related to the main body of the plan.
Comprehensive Emergency Management Plan (CEMP)	A plan which addressed the mitigation, preparation, response, and recovery activities associated with incidents.
Concept of Operations (CONOPS)	A general overview description of how a plan or operation is intended to function.
Continuity of Government (COG)	A guide to how a government may continue to perform required functions during and after an incident.
Continuity of Operations (COOP)	Documentation of how the City will continue to implement and perform essential services during an incident or disruption.
Damage Assessment	The process of determining the magnitude of damage as the result of an incident.
Delegated Authority	Transferred responsibility for a task or function to another employee.
Emergency City of Kirkland Incident	Any situation natural, technological, or human-caused that may present a real, perceived or anticipated threat to the City and/or its community.
Emergency Alert System (EAS)	A federally mandated program established to enable the President, federal, state, and local jurisdiction authorities to disseminate emergency information to the public via the Commercial Broadcast System.
Emergency Management Assistance Compact (EMAC)	Agreements that provide for jurisdictions in different states to provide resources or other support to one another during an incident.
Emergency Medical Services (EMS)	Emergency Medical Services provides care to the sick and injured at the scene of any medical emergency or while transporting any patient in an ambulance to an appropriate medical control, including ambulance transportation between medical facilities. It commonly includes trained and licensed emergency care providers and specialized transportation vehicles.
Emergency Operations Center (EOC)	A central location for coordination of the City's response to an incident.
Emergency Support Function	The grouping of government capabilities into an organizational structure to coordinate support, resources, program implementation, and services that may be needed to save lives, protect property and the environment, restore services and critical infrastructure, and assist with incident recovery.

Term	Definition
Emergency Worker	Emergency worker means any person registered under RCW 38.52/WAC 118.04 who is registered with the City for the purpose of engaging in authorized emergency management activities or is an employee of the state of Washington or any political subdivision thereof who is called upon to perform emergency management activities.
Essential Services	Those functions, stated or implied, that jurisdictions are required to perform by statute or executive order or are otherwise necessary to provide vital services, exercise civil authority, maintain the safety and well-being of the general populace, and sustain the industrial/economic base in an incident.
Evacuation	A protective action that involves leaving an area of risk until the hazard has passed.
Event	A planned, non-emergency activity.
Federal Disaster Declaration	See Presidential Declaration
Federal Emergency Management Agency (FEMA)	The agency that provides a single point of accountability for all federal activities related to incident mitigation, preparedness, response, and recovery.
Government Emergency Telecommunications Service (GETS)	A service providing priority access telephone dialing during circuit overload conditions.
Governor's Proclamation of a State of Emergency	A proclamation by the Governor in accordance with RCW 43.06 and 38.52 which activates the State of Washington Comprehensive Emergency Management Plan and authorizes State resources to be used to assist affected political jurisdictions.
Incident	An occurrence, either human-caused, technological, or natural phenomena, that requires action by emergency services personnel to prevent or minimize loss of life or damage to property and/or the environment.
Incident Command System (ICS)	The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure for the purpose of coordinating the response to any incident.
Incident Commander (IC)	The individual responsible for the management of operations at the scene of an incident.
Individual Assistance (IA)	Supplementary Federal assistance available under the Stafford Act to individuals, families, and businesses; includes disaster housing assistance, unemployment assistance, grants, loans, legal services, crisis counseling, tax relief, and other services or relief programs.
Joint Information Center (JIC)	A facility to coordinate the public information function during incidents.
Kirkland Emergency Communications Team (KECT)	A group of licensed amateur radio operators who volunteer for the City to provide amateur radio emergency communications capability.
Local Emergency Planning Committee (LEPC)	The planning body for preparing local hazardous materials plans.



Term	Definition
Mitigation	Any measure that will reduce or prevent the damaging effects of an incident.
Mutual Aid Agreement (MAA)	A formal or informal agreement for reciprocal assistance for emergency services and resources between jurisdictions.
National Incident Management System (NIMS)	A concept that provides for a total approach to all-risk incident management.
National Response Framework (NRF)	The plan that establishes the basis for the provision of federal assistance to a state and the local jurisdiction impacted by an incident.
Preliminary Damage Assessment (PDA)	The joint local, state, and Federal analysis of any damage that has occurred during an incident.
Preparedness	The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from incidents.
Presidential Disaster Declaration	A formal declaration by the President that an Emergency or Major Disaster exists based upon the request for such a declaration by the Governor and with the verification of Federal Emergency Management Agency preliminary damage assessments.
Public Assistance (PA)	Supplementary federal assistance provided under the Stafford Act to state and local jurisdictions, special purpose districts, tribes, or eligible private, nonprofit organizations.
Public Information Officer (PIO)	The person designated to provide incident-related public information and media relations.
Recovery	A short-term and long-term process to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to an improved, state of affairs.
Regional Coordination Framework (RCF)	A mutual aid agreement specific to King County, which encompasses government agencies, non-profit organizations, and private businesses.
Response	The actual provision of services during an incident. These activities help to reduce casualties and damage and to speed recovery.
Robert T. Stafford Disaster Relief and Emergency Assistance Act	(Public Law 93-288, as amended) - The act that authorizes the greatest single source of federal disaster assistance. It authorizes coordination of the activities of federal, state, and volunteer agencies operating under their own authorities in providing disaster assistance, provision of direct federal assistance as necessary, and provision of financial grants to state and local jurisdictions as well as a separate program of financial grants to individuals and families. This act is commonly referred to as the Stafford Act.
Search and Rescue (SAR)	The act of searching for, rescuing, or recovering by means of ground, marine, or air activity any person who becomes lost, injured, or killed while outdoors or as a result of an incident.
Terrorism	The unlawful use of force or violence committed by an individual or group against persons or property in order to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political or social objectives.

Term	Definition
Washington State Emergency Management Division (WAEMD)	Washington State Emergency Management Division, responsible for coordinating state-wide emergency management activities.
Washington State Mutual Aid Agreement (WAMAC/WAMAS)	Mutual aid agreement covering cities, counties, and state agencies in Washington State.

## Acronyms

Acronym	Definition
AAR	After Action Report
ADA	Americans with Disabilities Act
Admin	Administrative
AFN	Access and Functional Needs
ALS	Advanced Life Support
AMBER	America's Missing Broadcast Emergency Response
APM	Administrative Policy Manual
ARC	American Red Cross
ASL	American Sign Language
BC	Battalion Chief
BLS	Basic Life Support
BP	British Petroleum
CAO	City Attorney's Office
CEMP	Comprehensive Emergency Management Plan
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CIP	Capital Improvement Program
CISM	Critical Incident Stress Management
CKC	Cross Kirkland Corridor
CMO	City Manager's Office
CMO	City Manager's Office
COG	Continuity of Government
COOP	Continuity of Operations Plan
CPOD	Commodity Point of Distribution
CWA	Cascade Water Alliance
DHS	Department of Homeland Security
DMCC	Disaster Medical Control Center
DNR	Department of Natural Resources (Washington State)
DNRP	King County Department of Natural Resources and Parks
DOE	WA Department of Ecology
DOH	WA Department of Health
DRC	Disaster Recovery Center
EAP	Employee Assistance Program
EAS	Emergency Alert System

Acronym	Definition
ECC	Emergency Coordination Center
EHMT	Eastside Hazardous Materials Response Team
EM	Emergency Manager
EMAC	Emergency Management Assistance Compact
EMAT	Emergency Management Action Team
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environment Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
ERG	Emergency Response Guidebook
ESF	Emergency Support Function
F&A	Finance and Administration Department
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
GETS	Government Emergency Telecommunications
GIS	Geographic Information System
HazMat	Hazardous Materials
HM-1	HazMat 1 Vehicle
HMAC	Health and Medical Area Command
HMP	Hazard Mitigation Plan
HR	Human Resources Department
HR	Human Resources
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
I-405	Interstate 405
IA	Individual Assistance
IAP	Incident Action Plan

Acronym	Definition
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IDDE	Illicit Discharge Detection and Elimination
IT	Information Technology Department
IT	Information Technology
ITS	Intelligent Transportation System
JIC	Joint Information Center
JIS	Joint Information System
KCAC	Kirkland Cultural Arts Commission
KCC	King County Code
KCDOT	King County Department of Transportation
KCECC	King County Emergency Coordination Center
KCEMS	King County Emergency Medical Services
KCOEM	King County Office of Emergency Management
KCSARA	King County Search and Rescue Association
KCSO	King County Sheriff's Office
KECT	Kirkland Emergency Communications Team
KFD	Kirkland Fire Department
KMC	Kirkland Municipal Code
KPD	Kirkland Police Department
KSCO	King County Sheriff's Office
LEP	Limited English Proficiency
LEPC	Local Emergency Planning Committee
MCI	Mass Casualty Incident
MRSC	Municipal Research & Services Center
NAWAS	National Alert and Warning System
NDRF	National Disaster Recovery Framework
NGO	Non-Government Organization
NIMS	National Incident Management System

Acronym	Definition
NOAA	National Oceanic and Atmospheric Administration
NORCOM	North East King County Regional Public Safety Communication Agency
NPDES	National Pollutant Discharge Elimination System
NRC	National Response Center
NRF	National Response Framework
NUD	Northshore Utility District
NWHRN	Northwest Healthcare Response Network
OEM	Office of Emergency Management
P&B	Planning and Building Department
P&B	Planning and Building Department
PA	Public Assistance
P-Card	Purchasing Card
PCS	Parks and Community Services Department
PCS	Parks and Community Services
PD	Police Department
PD	Police Department
PDA	Preliminary Damage Assessment
PETS	Pets Evacuation and Transportation Standards Act
PHSKC	Public Health - Seattle & King County
PIO	Public Information Officer
PNEMA	Pacific Northwest Emergency Management Arrangement
PSAP	Public Safety Answering Point
PSE	Puget Sound Energy
PW	Public Works Department
PW	Public Works
RASKC	Regional Animal Services of King County
RCW	Revised Code of Washington
RR	Resource Request
SAR	Search and Rescue
SARA	Superfund Amendments and Reauthorization Act

Acronym	Definition
SBA	Small Business Administration
SCADA	Supervisory Control and Data Acquisition
SDWA	Safe Drinking Water Act
SEPA	State Environmental Policy Act
SMP	Shoreline Master Program
SOP	Standard Operating Procedure
SPU	Seattle Public Utilities
SR 520	State Route 520
SRIA	Sandy Recovery Improvement Act
SWAT	Special Weapons and Tactics
TMC	Transportation Management Center
TRS	Telecommunication Relay Service
TTY	Text Telephone Service
UC	Unified Command
USAR	Urban Search and Rescue
USCG	United States Coast Guard
VOIP	Voice Over Internet Protocol
WAC	Washington Administrative Code
WAEMD	WA Emergency Management Division
WAEMD	Washington State Military Department - Emergency Management Division
WAMAS	Washington Intrastate Mutual Aid System
WEA	Wireless Emergency Alert
WPS	Wireless Priority System
WSDOT	Washington State Department of Transportation
WSFC	Washington State Fusion Center
WSP	Washington State Patrol
WTD	King County Wastewater Treatment Division
WUTC	Washington Utilities and Transportation Commission

## MAPS APPENDIX

These maps are intended to supplement the CEMP and provide for an enhanced understanding of the City of Kirkland and its hazards.

Full-scale maps can be accessed on the City of Kirkland website at [www.kirklandwa.gov](http://www.kirklandwa.gov). Unless otherwise noted, the following maps were created by the City of Kirkland Geographic Information Software (GIS) staff.

Printed and digital versions of these maps are kept in the Kirkland EOC for incident use.

DRAFT



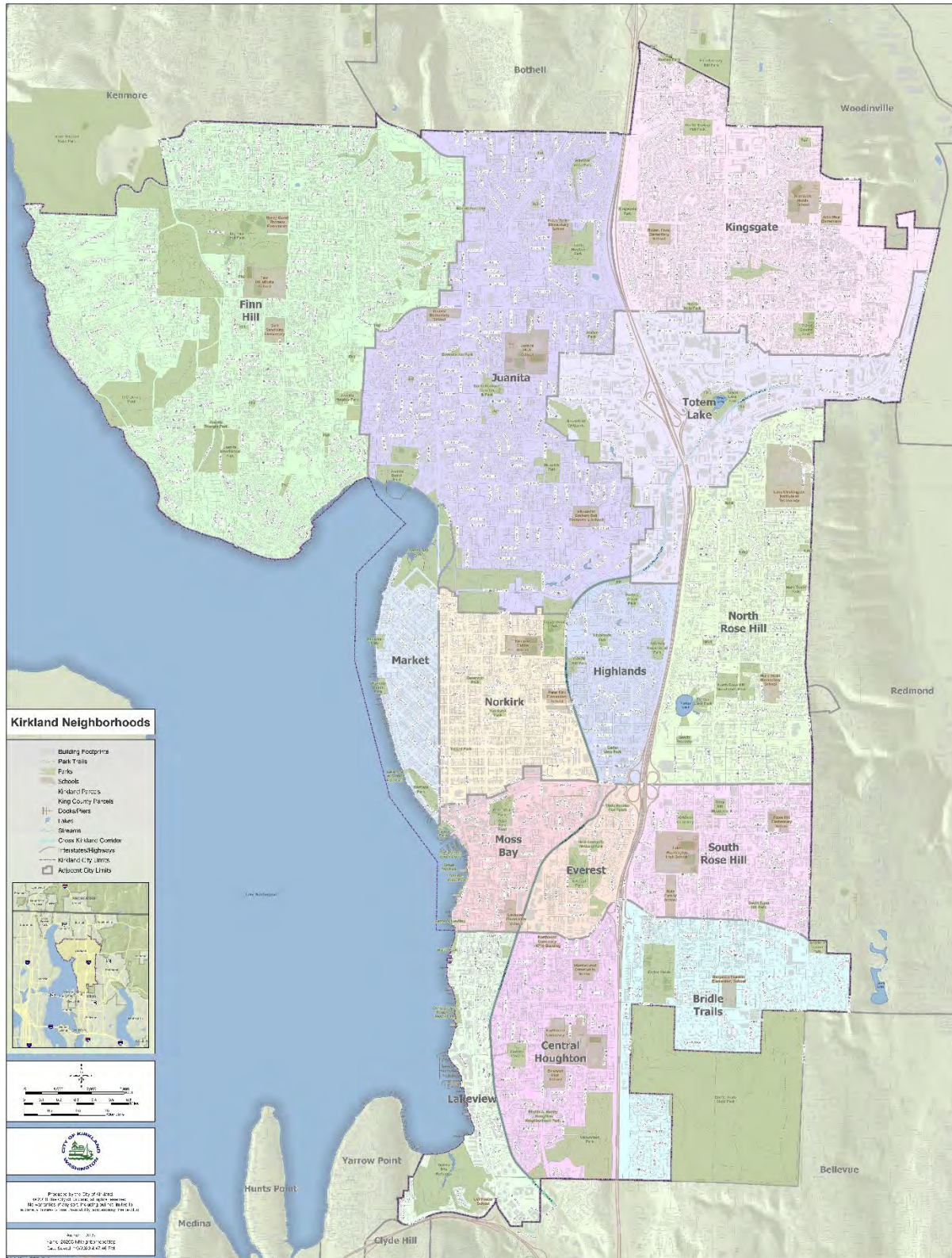
## City of Kirkland Aerial Photo



*This orthophoto of the City of Kirkland was taken as part of the City's 2018 aerial mapping project.*



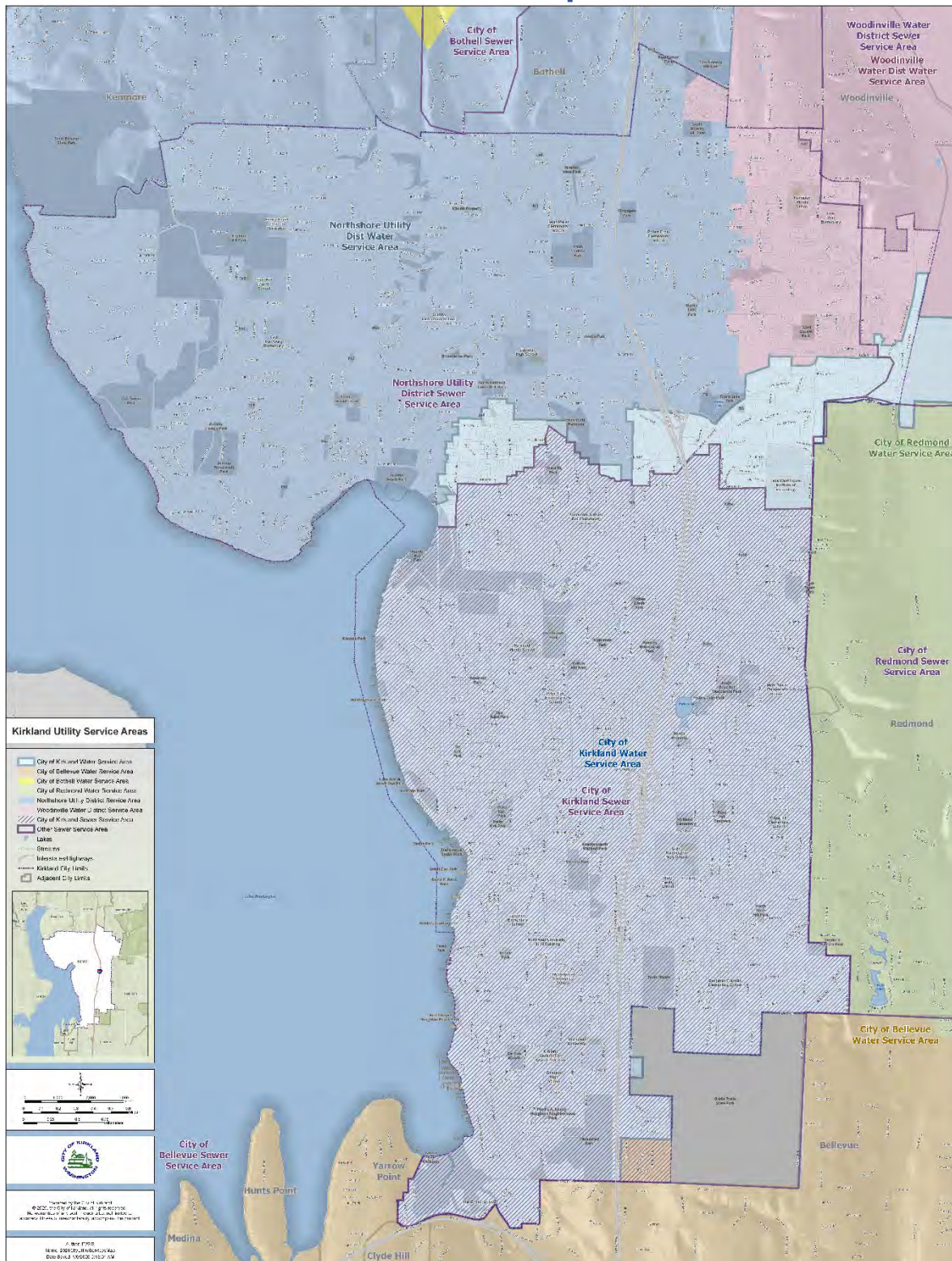
# City of Kirkland Neighborhoods Map



*This map shows the neighborhood areas in Kirkland. This map is current as of February 2021.*



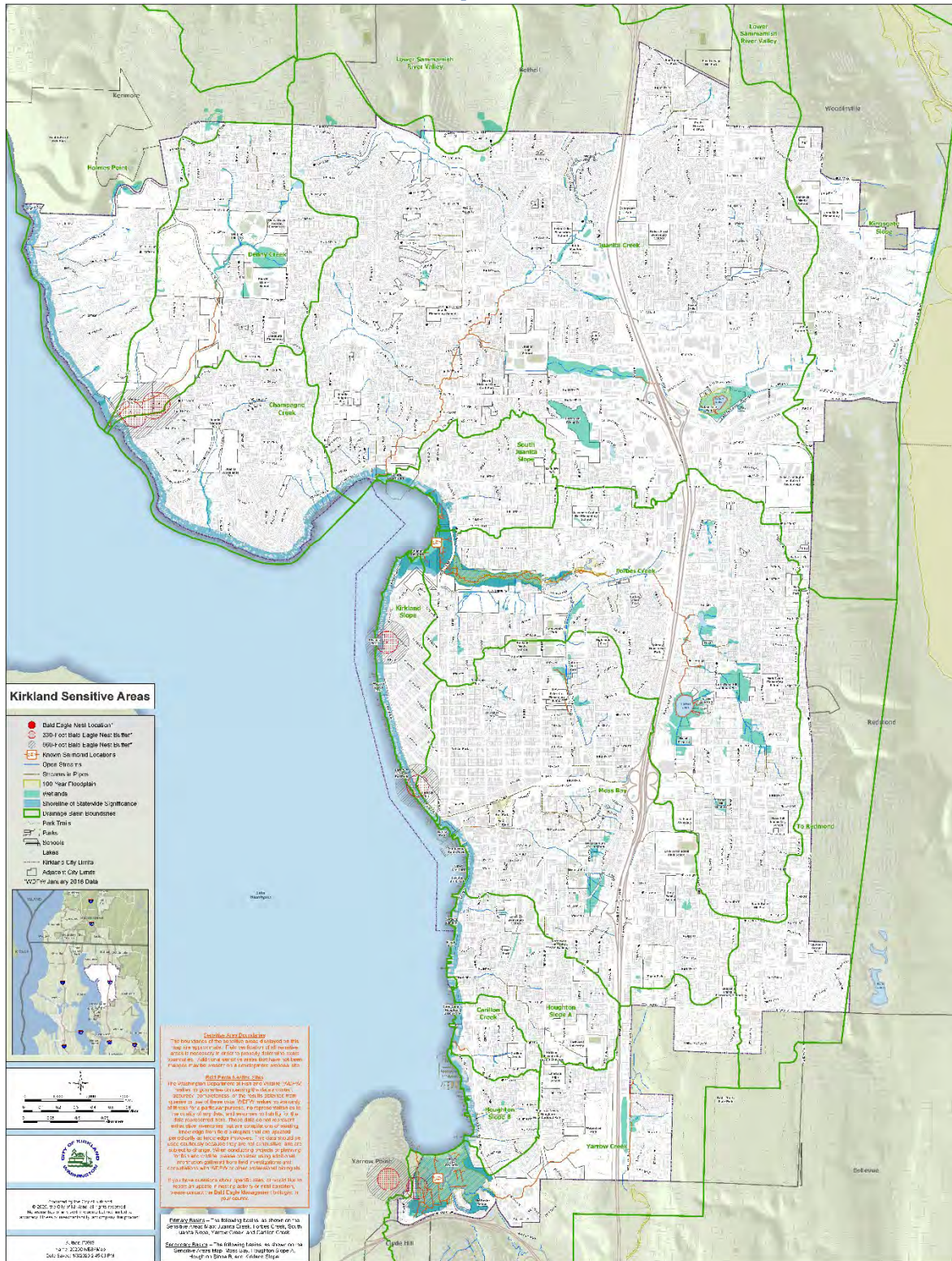
# Water and Sewer Service Area Map



*This map shows the areas within the City that are served by the City of Kirkland, Northshore Utility District, City of Woodinville, and the Woodinville Water District. This map is current as of February 2021.*



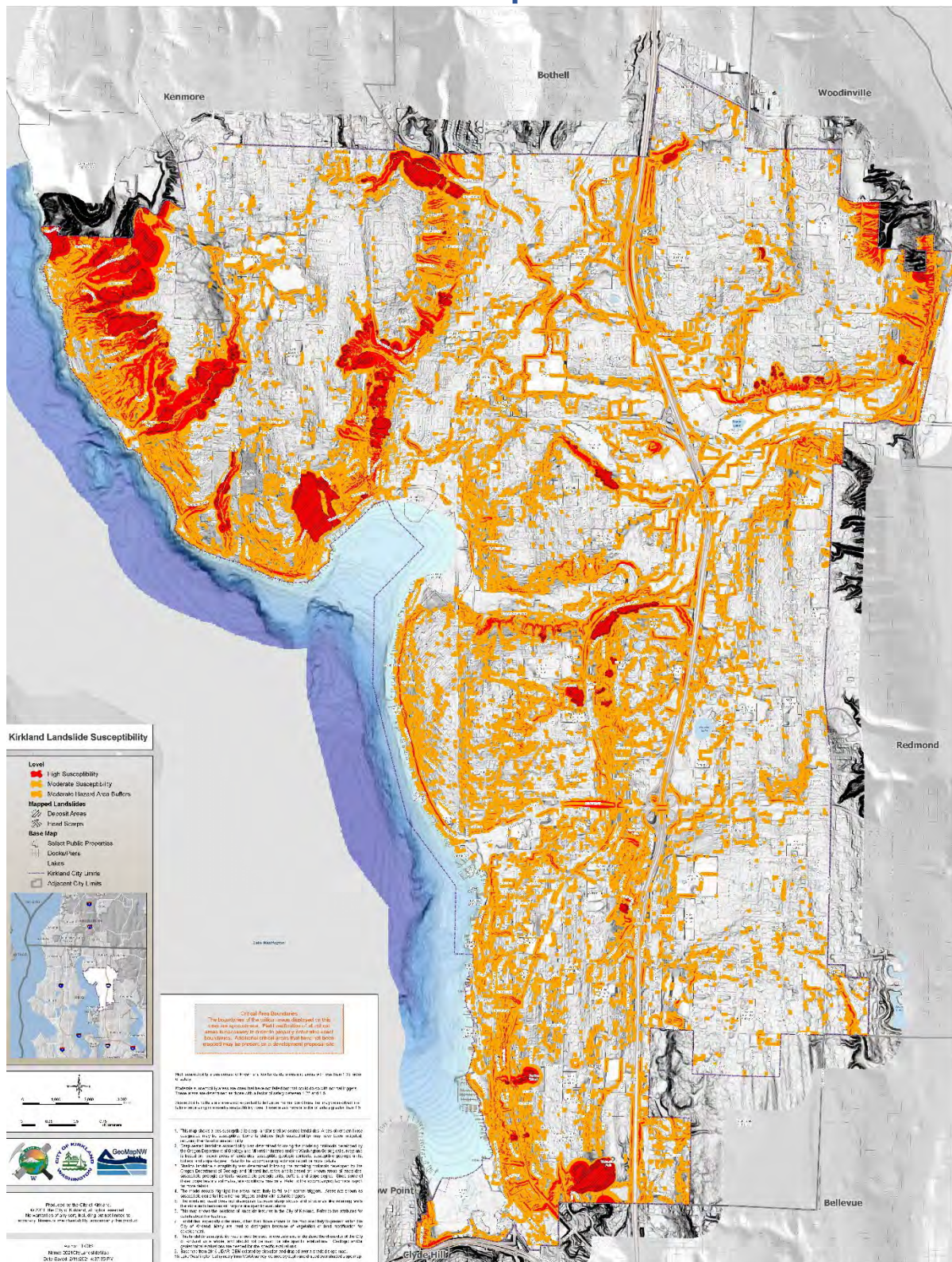
# Kirkland Sensitive Areas Map



*This map shows the City's sensitive areas including wetlands, streams (open and piped), and known salmonid locations. The sensitive areas shown on this map are approximate and have not been surveyed. This map is current as of February 2021.*



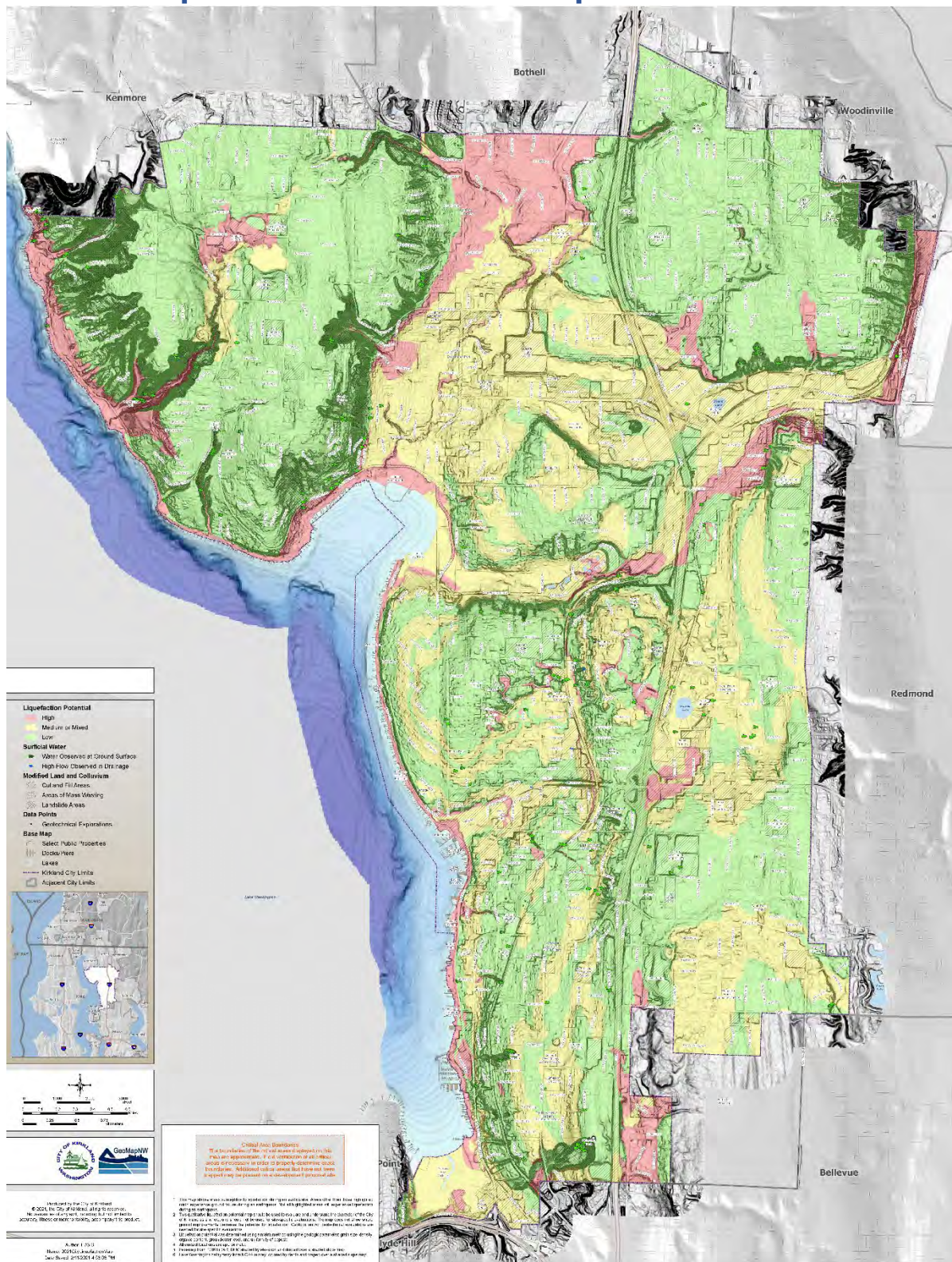
# Kirkland Landslide Hazards Map



*This map shows areas susceptible to deep and/or shallow-seated landslides within the City. It is intended to be used with Chapter 85 of the city's Zoning Code. This map is current as of February 2021.*



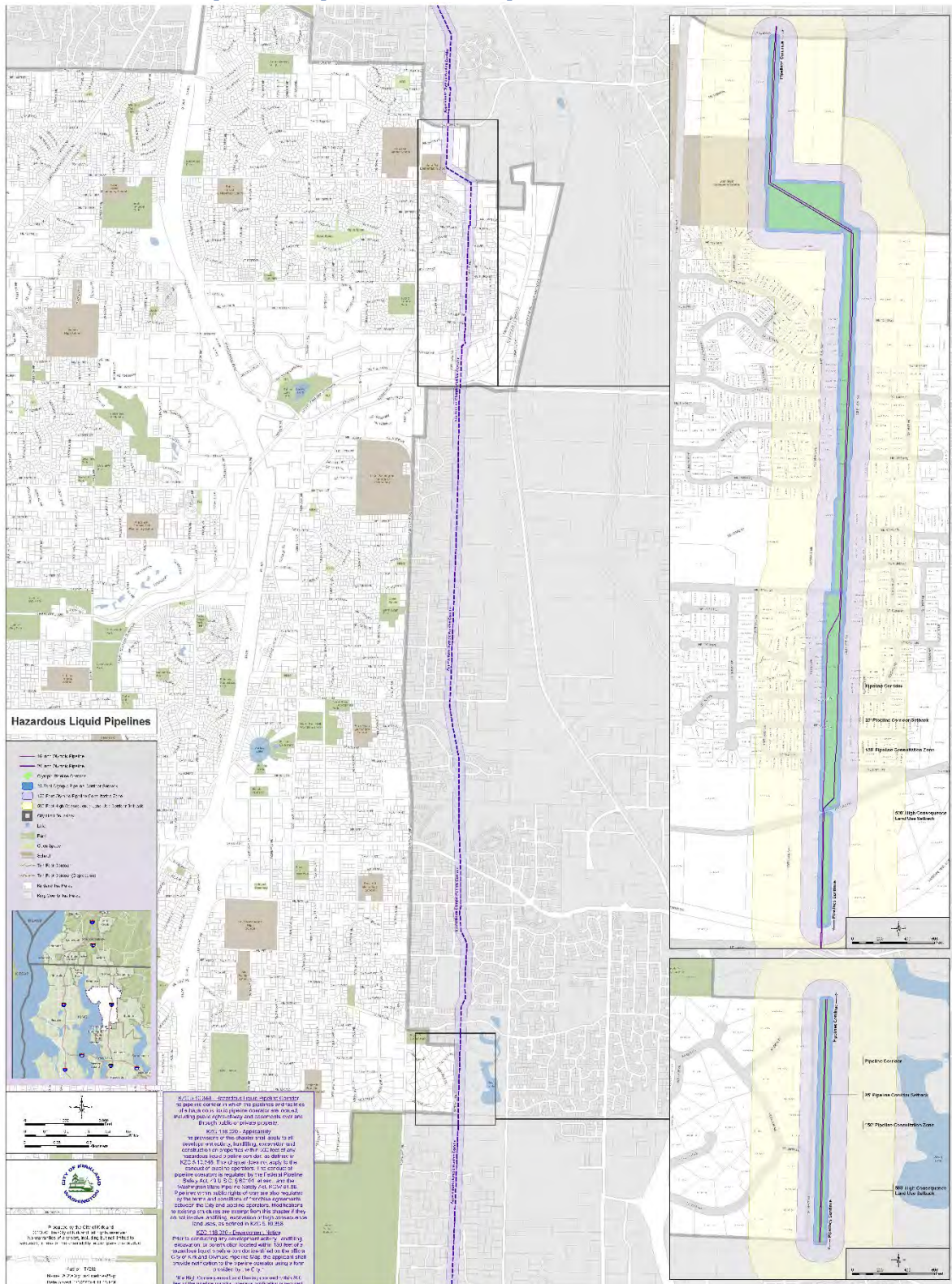
# Kirkland Liquefaction Potential Map



*This map shows areas susceptible to liquefaction during an earthquake within the City. This map is current as of February 2021.*

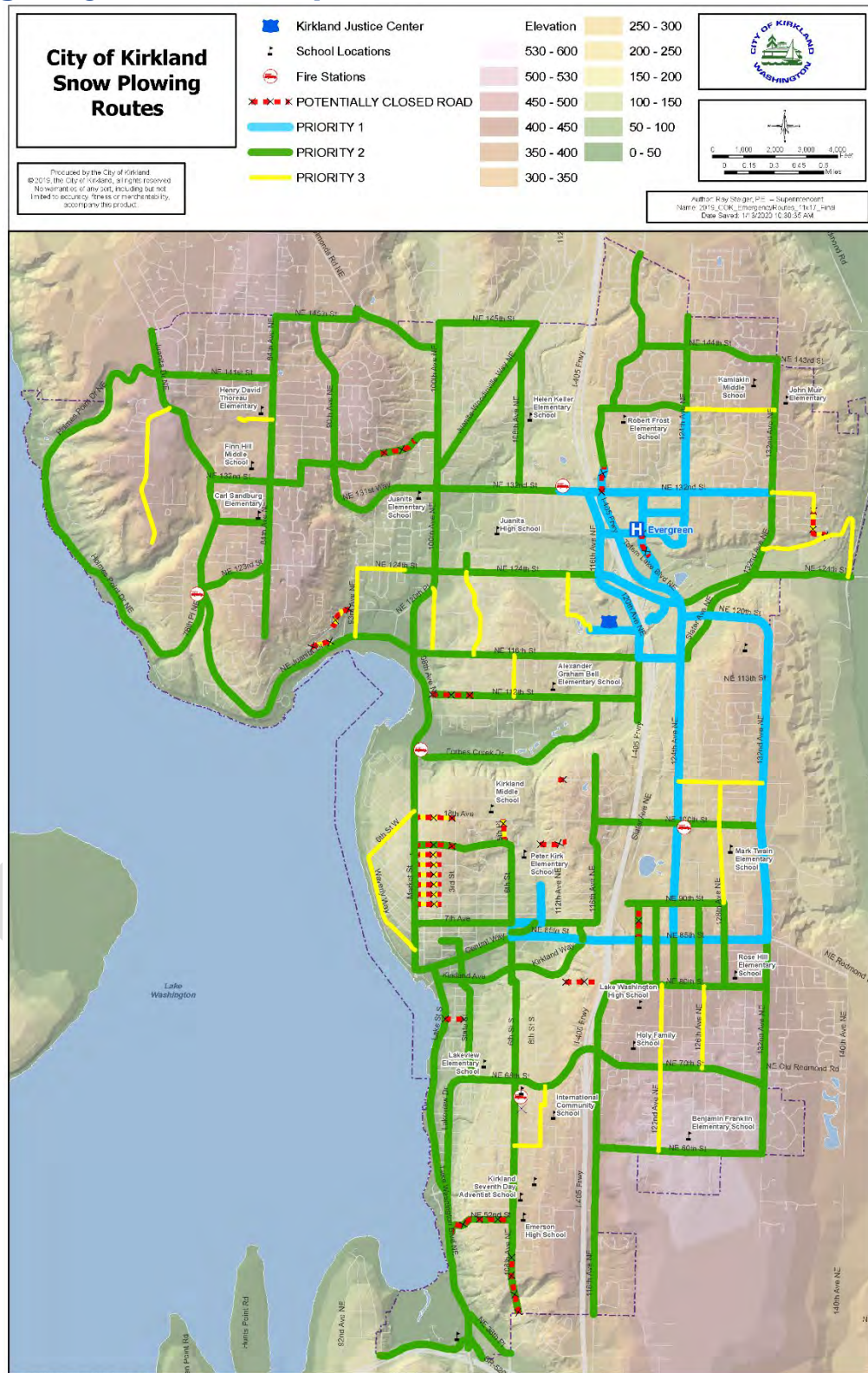


## Maps Appendix



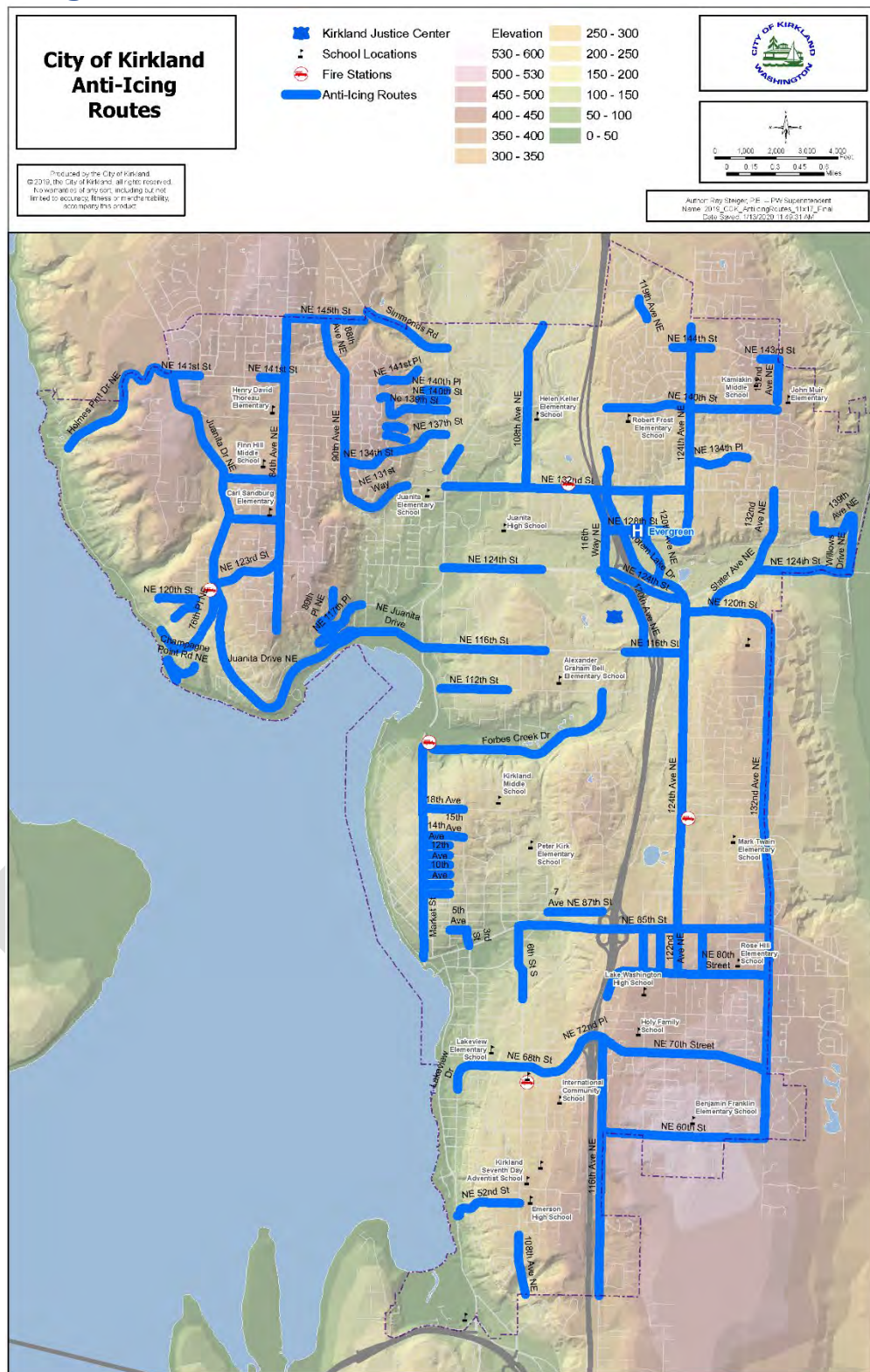


# Emergency Routes Map



*The Emergency Routes map shows the priority routes that the Public Works Street Division will maintain during emergency events. This map is updated annually as part of the Snow and Ice Response Plan.*

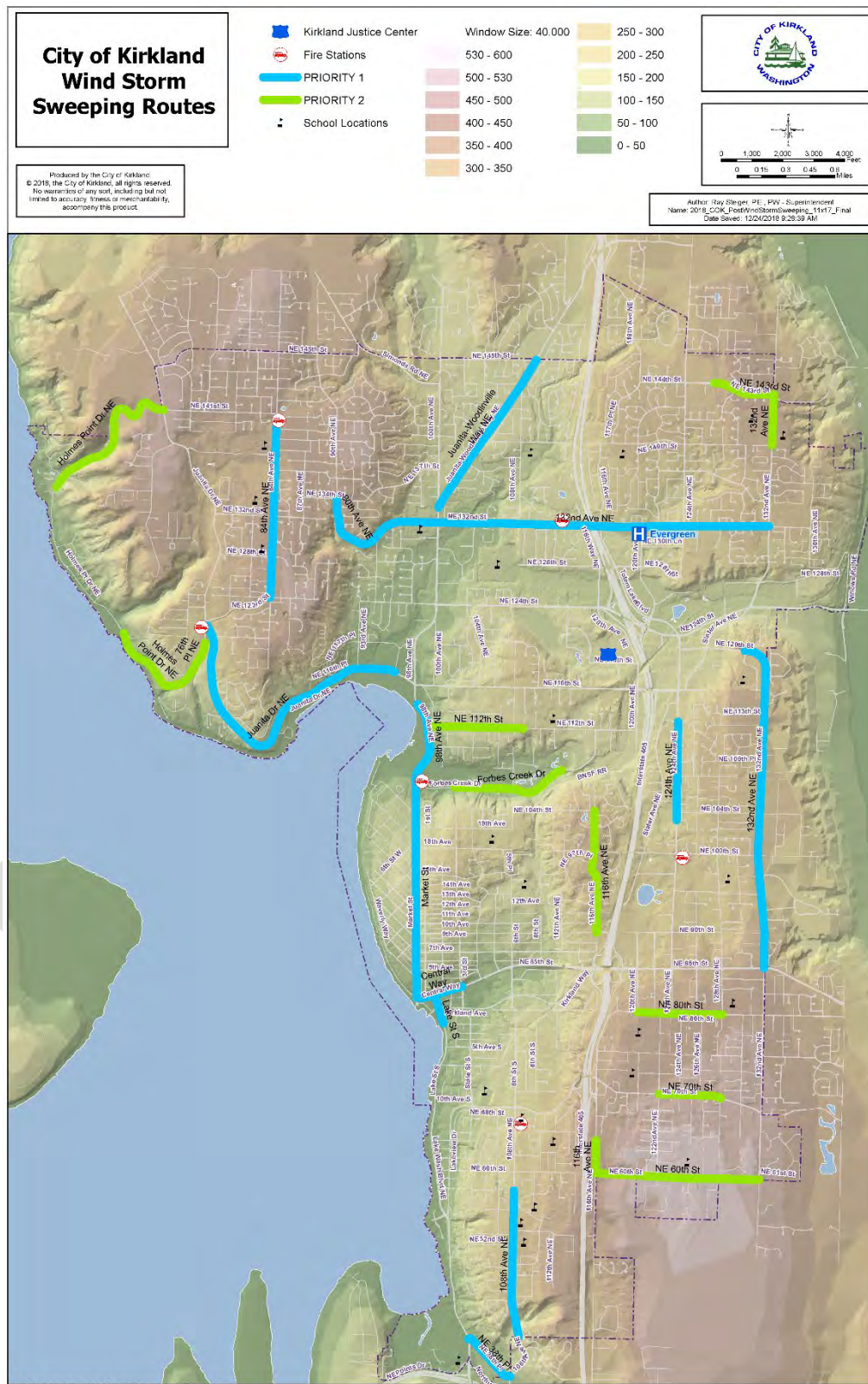
# Anti-Icing Routes



*This map shows the City's priority anti-icing routes as determined by the Public Works Department in the event of severe winter weather. It is updated annually as part of the Snow and Ice Response Plan.*

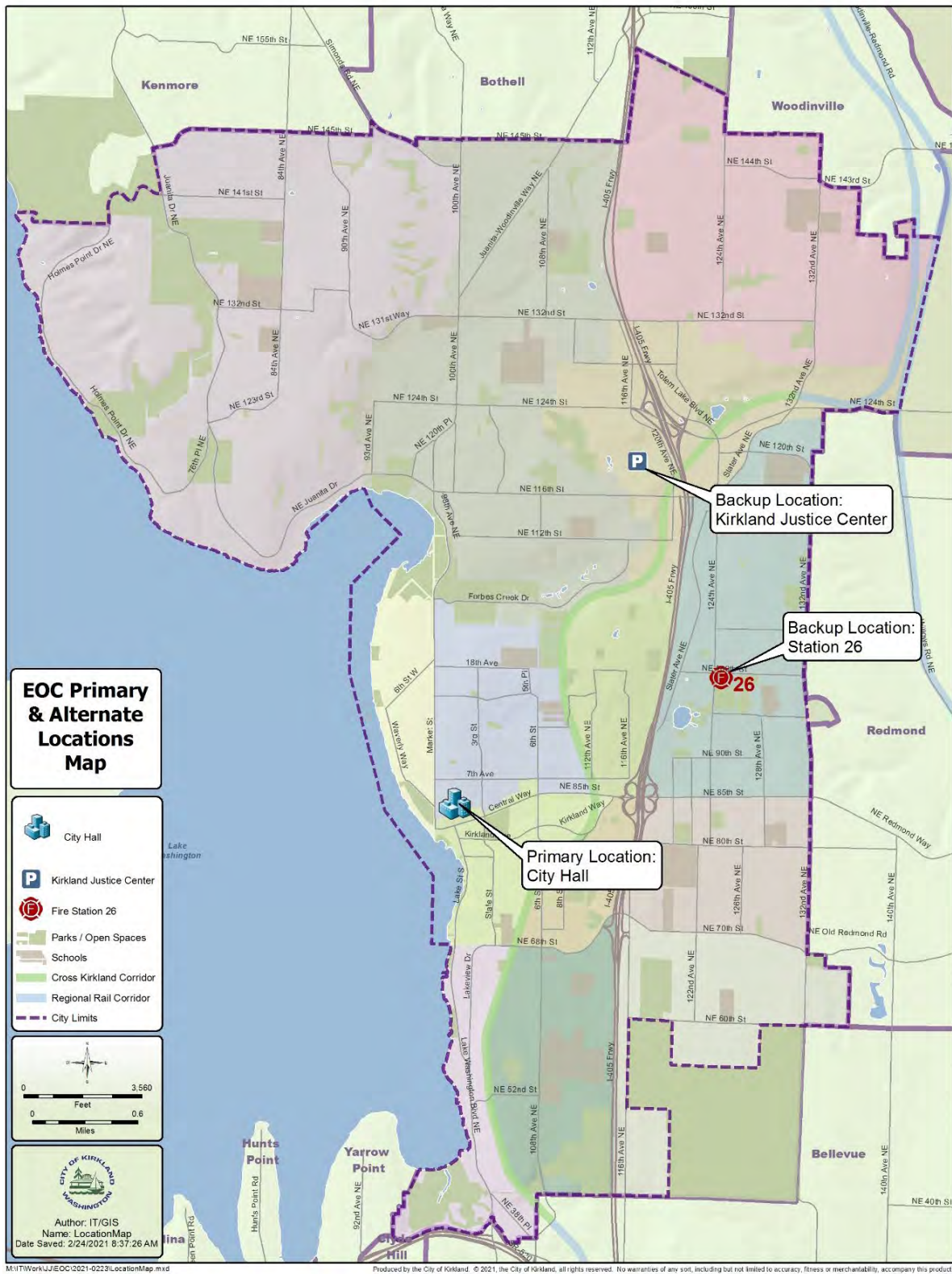


# Post Wind Storm Sweeping Routes Map



*This map shows the priority routes to be cleared by the Public Works Street Division during wind storm incidents.*

# Kirkland EOC Locations Map



*This map shows the primary and secondary locations of the Kirkland EOC. This map is current as of February 2021.*

Page Number	Topic	Comments
<i>(example) p14</i>	<i>Kirkland Vision Statement</i>	<i>Like the inclusion of the vision statement from the 2035 plan!</i>

If there's anything OEM can help you with, please let us know. Thank you for reviewing the CEMP!

[EOC@kirklandwa.gov](mailto:EOC@kirklandwa.gov)