



STATE OF WASHINGTON
MILITARY DEPARTMENT
EMERGENCY MANAGEMENT DIVISION

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December 7, 2022

Mike Buchanan, Interim Deputy Chief
City of Olympia Fire Department
601 4th Avenue East
Olympia, WA 98507

Re: City of Olympia Comprehensive Emergency Management Plan

Dear Deputy Chief Buchanan:

Thank you for submitting City of Olympia's Comprehensive Emergency Management Plan (CEMP) for our review as required under Title 38.52.070 RCW. Congratulations on completing this significant accomplishment.

The enclosed documents provide a compilation of recommendations for your next planning and review cycle to meet the requirements of RCW 38.52 and WAC 118.30. Addressing the lawful requirements category will ensure your CEMP's continued consistency with the State CEMP and incorporate industry best practices. The Washington Emergency Management Division looks forward to receiving the next iteration of City of Olympia's CEMP in five years.

To better incorporate the use of core capabilities while also making the CEMP a more operational document, CEMP development in Washington has changed significantly. If you would like additional information or assistance, please contact EMD's Planning Section at emdcepreview@mil.wa.gov.

Sincerely,



Robert Ezelle
Director

Enclosures (2)
City of Olympia's CEMP Tiered CEMP Review
City of Olympia's CEMP Checklist 2022

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)			
Section Title	Tier III - Required	Tier II - Suggestions	Tier I - Optional
Basic Plan			
Introductory Documentation	100%	55%	10%
Purpose, Situation, & Assumptions	100%	80%	100%
Concept of Operations	100%	27%	24%
Direction, Control, & Coordination	100%	16%	27%
Organization	100%	50%	100%
Responsibilities	100%	40%	50%
Communications	90%		19%
Administration	100%		100%
Finance	100%	33%	86%
Logistics	100%	0%	83%
Development & Maintenance	100%	100%	24%
Annexes			
Population Protection	97%	31%	
ESF 4		44%	71%
ESF 5		30%	58%
ESF 6		27%	73%
ESF 8		29%	58%
ESF 9		0%	56%
ESF 10		50%	100%
ESF 13		60%	87%
ESF 15		33%	83%
Resource Management	61%	31%	
ESF 7		56%	70%
ESF 11		0%	0%
Critical Infrastructure	85%	49%	
ESF 1		20%	58%
ESF 2		64%	84%
ESF 3		63%	84%
ESF 12		43%	87%
TIER TOTALS*	93%	31%	54%

*Each Tier Total is the sum of all elements that have been addressed across all sections in the column and displayed in a percentage
Cells that are grayed out do not contain elements that are reviewed for that tier.

Five Fundamental Plan Review Criteria:		Rating:
<p style="text-align: center;">Rating System: 1 = Missing All of the specified characteristics 2 = Minimally addresses the specified characteristics 3 = Addresses Some of the specified characteristics 4 = Addresses Most of the specified characteristics 5 = Addresses All of the specified characteristics</p>		4
ADEQUACY	A plan is adequate if:	4
	The scope and concept of planned operations identify and address critical tasks effectively;	4
	The plan can accomplish the assigned mission while complying with guidance;	3
	The plan's assumptions are valid, reasonable, and comply with guidance.	4
FEASIBILITY	A plan is feasible if:	3
	The organization can accomplish the assigned mission and critical tasks by using available resources within the time contemplated by the plan;	4
	The organization allocates available resources to tasks and tracks the resources by status;	3
	Available resources include internal assets and those available through mutual aid or through existing state, regional, or Federal assistance agreements.	4
	Specifically, the jurisdiction should complete a capability estimate that:	
	Identifies the current status of resources arrayed to support the plan;	2
	Analyzes the required resources based on the courses of action in the plan;	3
Identifies the most supportable courses of action and ways to reduce the impact of resource deficiencies.	4	
ACCEPTABILITY	A plan is acceptable if:	4
	It meets the requirements driven by a threat or incident;	4
	It meets decision maker and public cost and time limitations;	4
	It is consistent with the law;	4
	It can be justified in terms of the cost of resources;	4
COMPLETENESS	Its scale is proportional to mission requirements.	4
	A plan is complete if it:	3
	Incorporates all tasks to be accomplished;	3
	Includes all required capabilities;	5
	Integrates the needs of the general population, children of all ages, individuals with disabilities and others with access and functional needs, immigrants, individuals with limited English proficiency, and diverse racial and ethnic populations;	3
	Provides a complete picture of the sequence and scope of the planned response operation;	3
COMPLIANCE	Makes time estimates for achieving objectives;	1
	Identifies success criteria and a desired end-state.	3
	The Plan should align with guidance and doctrine to the maximum extent possible because these provide a baseline that facilitates both planning and execution.	4



Comprehensive Emergency Management Plan (CEMP) Review & Recommendations

Jurisdiction:

The plan provides well written, easy to understand and necessary information for the administration of an emergency management program. The recommendations provided below are separated into three tiers:

Tier III – Lawful Requirements; Tier II – State Suggestions; and Tier I – Optional

State consistency reviews will follow the recommendations identified in Tier III. Tier II identifies the next logical step in the planning process and should be considered guidance to assist with state-wide planning coordination; Tier II is not a requirement, but highly suggested to better prepare your jurisdiction. Tier I identifies entirely optional, accreditation-related elements and remains dependent on individual jurisdictions’ preparedness goals, capabilities and resources; Tier I is not a requirement.

TIER III – Lawful Requirements		
CEMP Location	Recommendation to Meet Legal Obligations	Reference
Basic Plan – Organization	Information typically found in this section discuss the jurisdiction’s Emergency Management Program structure and may also include an organizational diagram which visually depicts the chain of command structure.	Chapter 118-30 WAC, WA CEMP, CPG 101
Basic Plan: Communications/ LEP Communications Plan	Discuss resources / processes / agreements / etc. to meet (or no capacity to meet) the needs your jurisdiction identifies (i.e. preparedness outreach, emergency warning, etc.). Also, specifically discuss the applicable LEP population you must address per the “significant population segment” criteria described in Title 38.52 RCW.	Public Laws 109-308, 110-325; Presidential Executive Orders 13347, 13166; Title 38.52 RCW, Chapter 118-30 WAC, Title 49.60 RCW; WA CEMP, CPG 101
Basic Plan – Communications	Consider expanding on your jurisdiction’s use of After-Action Reports (AAR) to review an incident/exercise for addressing challenges associated with communications efforts, proposed recommendations to address the challenges, and list the resources needed to address the challenges.	Title 38.52 RCW, Chapter 118-30 WAC, WA CEMP, CPG 101

TIER III – Lawful Requirements		
CEMP Location	Recommendation to Meet Legal Obligations	Reference
ESF 7 – Mutual Aid	Discuss the procedures to provide projected or anticipated costs, as well as the reimbursement process when mutual aid agreements are activated.	Title 38.56 RCW, WA CEMP, CPG 101
ESF 7 – Mutual Aid	Discuss the procedures to provide projected or anticipated costs, as well as the reimbursement process when mutual aid agreements are activated. Also, consider including as attachments any checklists and forms for requesting and providing assistance.	Title 38.56 RCW, WA CEMP, CPG 101
ESF 7 – Mutual Aid	Discuss your participation in the Washington Mutual Aid System (WAMAS). Also discuss the resource request process using WAMAS.	Title 38.52 RCW, Chapter 118-30 WAC, WA CEMP
ESF 7 – Resource Typing	Discuss how your jurisdiction maintains a list of NIMS typed resources and inventorying. If you do not use NIMS typed resources, describe the typing system/methodology that you do use.	PPD-8, Chapter 118-30 WAC, WA CEMP, CPG 101
ESF 15 – Emergency Notifications	Consider briefly highlighting the nature and importance of emergency notifications, services, and programs to peoples’ lives. Discussing this topic keeps the continued importance of the subject in mind during exercise, response, and future planning efforts.	Public Law E.O. 13166, Title 38.52 RCW, SSB 5046 LEP, WA CEMP
ESF 15 – Food and Water Notification	For Warning and Notification operations involving the Whole Community it is easy to overlook certain discussion points during plan writing. While it has been most likely not overlooked in practice, consider addressing in your Plan what this ESF does to provide notifications to the community regarding food and water distribution.	Title 38.52 RCW, SSB 5046 LEP, National Response Framework, National Disaster Recovery Framework, WA CEMP
ESF 15 – Communications Plan	When discussing the implementation or activation of the Communications Plan the topic of pre-scripted messages should be addressed. The Communications Plan portion should address pre-scripted messaging and notifications for AFN populations (to include LEP and hearing-impaired individuals).	Public Law E.O. 13166, Title 38.52 RCW, SSB 5046 LEP, The National Planning Frameworks, WA CEMP, CPG 101

TIER II – State Suggestions

CEMP Location	Recommendation to Meet Legal Obligations	Reference
Basic Plan – Record of Distribution	The Record of Distribution (usually a table consisting of each agency represented within the plan and the date a copy of the plan was delivered) is an important legal document you may want to consider adding to your CEMP. It also serves as documentation of your CEMP promulgation process, ensuring each agency identified in the plan was part of the planning process.	WA CEMP, CPG 101
Basic Plan – Record of Changes	The Record of Changes (usually a table consisting of a change #, date of change, summary of the change, and identifier of person making the change) is an important legal document you may want to consider adding to your CEMP. It also serves as documentation of your CEMP maintenance and review process which can be used as proof when applying for EMPG funding.	WA CEMP, CPG 101
Basic Plan	The CEMP advises citizens to have supplies and resources for 3 days, with a week being recommended. Currently, EMD recommends that all citizens on the western side of the Cascades to be prepared for 2 weeks based on the results from the 2016 Cascadia Rising Exercise.	WA CEMP
Basic Plan – Introduction, Purpose, or Mission	Within the context of the Plan’s Scope, consider discussing under what conditions that this plan would be activated.	WA CEMP, CPG 101
Basic Plan – Concept of Operations	There are many elements that can be addressed in the Concept of Operations section of the Basic Plan relating to three elements, or Core Capabilities, which impact all Mission Areas. The first is Planning, the second is Public Information & Warning, and the third is Operation Coordination. Your plan did a good job of addressing Operational Coordination but could use additional information on how Planning and Public Information & Warning play a part in the Preparedness Cycle.	The National Planning Frameworks, WA CEMP

TIER II – State Suggestions

CEMP Location	Recommendation to Meet Legal Obligations	Reference
Basic Plan – Direction Control & Coordination – Staging Areas	When discussing multi-jurisdictional coordination, there is an opportunity to discuss how your jurisdiction would coordinate vertically in order to establish logistical staging areas.	National Response Framework, National Disaster Recovery Framework, WA CEMP, CPG 101
Basic Plan - Organization	Describe the conflict resolution process that exists or would be used to resolve issues which present themselves amongst local departments.	WA CEMP, CPG 101
Basic Plan – Responsibilities	<p>There are many tasks and abilities that Departments/Agencies (at all levels of government), the private sector, community organizations, and individuals should be participating in and accomplishing based on the guidance offered by the National Planning Frameworks. The Responsibilities section is an opportunity to not only address what capabilities are, but what they should be. This section should also be considered a place to set expectations. For more information on stakeholder responsibilities, consult the CEMP Evaluation Checklist – Tier II Suggestions tab.</p> <p>Overall, this section was well-written, there were just a few pieces missing.</p>	The National Planning Frameworks, WA CEMP, CPG 101
Basic Plan - Finance	Consider briefly discussing the impact and role of insurance for recovering from the impacts of emergencies and/or disasters.	National Disaster Recovery Framework, WA CEMP
Basic Plan – Finance	Consider discussing how grants are managed in your jurisdiction. For example, consider how the Homeland Security Regions participate in grants management and also how the individual jurisdictions within the region participate in the process. There may be other EM grant funded initiatives and projects that operate outside of the HLS Region, consider discussing what is done to manage those grants as well.	National Disaster Recovery Framework, WA CEMP

TIER II – State Suggestions		
CEMP Location	Recommendation to Meet Legal Obligations	Reference
Basic Plan – Logistics	Consider designating locations that will serve as Community Points of Distribution (CPODs). Also, provide a brief description of those locations.	National Response Framework, National Disaster Recovery Framework, WA CEMP
Basic Plan – Annex Relationship	The Basic Plan is meant to contain the information that is relevant to all other attachments/sections/annexes/etc. of the CEMP. There are several elements contained within your Annexes that are not needed and could be better identified in your Basic Plan. If you can ask the question, “does this statement apply to all other Annexes?” then it could be most beneficial to remove it from the Annex and tie it into the Basic Plan.	General Recommendation
ESF 1 – Incident Management	Building off the described incident management measures implemented for roadways, consider describing what incident management practices will be implemented for those involving Aviation, Maritime, Pipelines, and Railroads. Even if your jurisdiction has no capabilities to perform either of these a discussion should still occur concerning who manages those specific incident types and how your jurisdiction assists or coordinates (e.g. provides traffic control in affected areas, provides specific transportation resources, etc.).	WA CEMP
ESF 2 – AFN Communication Systems	Identify existing communication systems that will be used to communicate with Access and Functional Needs populations. These systems might include: <ul style="list-style-type: none"> • Text Telephone (TTY) • Telecommunication Device for the Deaf (TDD) • Telecommunications Relay Service (TRS) Video Relay Service (VRS), etc.	WA CEMP, CPG 101

TIER II – State Suggestions

CEMP Location	Recommendation to Meet Legal Obligations	Reference
ESF 2 – Frequencies	Considering adding a table which identifies the various frequencies that response organizations operate on.	WA CEMP, CPG 101
ESF 3 – Utility Coordination	Discuss the coordination involved in the identification, prioritization, and repair work for utilities, roads and local bridges.	The National Planning Frameworks, WA CEMP, CPG 101
ESF 3 – Water and Wastewater Provision	Discuss how to coordinate the provision of temporary water distribution and arranges for wastewater collection systems to be established.	National Response Framework, National Disaster Recovery Framework, W CEMP, CPG 101
ESF 4 – Special Technical Teams	Consider identifying the existence of any Special Technical Teams that may exist within your jurisdictions Fire Departments (e.g. Urban Search and Rescue, Heavy Rescue/Light Rescue, Swift Water Rescue Teams, Confined Space Rescue, HAZMAT technicians). If any of those resources do exist, describe their capabilities and responsibilities.	National Response Framework, National Disaster Recovery Framework, WA CEMP, CPG 101
ESF 4 – Firefighting Assistance Agreements	The ESF 4 Annex made frequent references to Firefighting Agreements but did not detail how those agreements would be implemented (or the process to implement them). Please detail what these agreements entail and how they are implemented.	National Response Framework, WA CEMP, CPG 101
ESF 4 – Fire Incident Management	Consider detailing the actions and processes that take place to specifically address Wildland and Urban Fires (as separate considerations).	National Response Framework, WA CEMP, CPG 101
ESF 5 – Informational Collection, Analysis, and Dissemination	Describe how information gets analyzed and disseminated. Consider describing the critical or essential information needed, the source of the information, who uses the information, how the information is shared, the format for providing the information, and any specific times the information is needed. This section should include information on:	The National Planning Frameworks, WA CEMP, CPG 101

TIER II – State Suggestions

CEMP Location	Recommendation to Meet Legal Obligations	Reference
	<ul style="list-style-type: none"> • Information Collection – the process of gathering Essential Elements of Information (EIs) • Information Analysis – the process the information collected goes through to verify accuracy of the information and any details necessary to inform operations and decision-making <p>Information Dissemination – the process this support annex takes to share the information once it has been verified and analyzed (e.g. the ESF shares the information with the Operations Section Chief in the EOC and the ESF 15/PIO, or Situation Unit in the Planning Section if applicable).</p>	
ESF 5 – Deactivation/Transition Procedures	Describe the process which will be used to describe deactivation and transition procedures.	WA CEMP, CPG 101
ESF 6 – Shelter Inspection and Qualification	<p>Discuss how site are chosen for use as shelters. Also discuss what qualification methods are used to determine a site’s suitability. Many plans reference the Red Cross as the organization to establish shelters; however, every jurisdiction should be prepared to supplement efforts before, during, and after an incident. This is especially relevant in large disasters where the capabilities of the Red Cross are reduced or unavailable. Consider using the Red Cross’s own shelter inspection and qualification manual to use in this effort. (ARC) Sheltering Handbook: Disaster Services</p> <p>https://crcog.org/wp-content/uploads/2017/12/American-Red-Cross-Sheltering-Handbook.pdf</p> <p>(FEMA & ARC) Shelter Field Guide</p> <p>http://www.nationalmasscarestrategy.org/wp-content/uploads/2015/10/Shelter-Field-Guide-508_f3.pdf</p>	WA CEMP, CPG 101
ESF 6 - Shelters	Consider discussing the process and procedures to address unaccompanied	National Response Framework, National Disaster

TIER II – State Suggestions

CEMP Location	Recommendation to Meet Legal Obligations	Reference
	children, registered offenders, or household pets when they arrive at shelters.	Recovery Framework, WA CEMP, CPG 101
ESF 6 – Shelter Communications & Operations	Consider discussing more information regarding what communications are established and maintained for sheltering operations. Important areas to consider are what information collection and dissemination efforts will be conducted between the various stakeholders, such as between shelters and the media or shelters and evacuees. Another consideration to discuss is the process and procedures to address unaccompanied children, registered offenders, or household pets when they arrive at shelters. [Recommendation can be found on the CEMP Evaluation Checklist Tier II – Suggestions tab under ESF 6]	National Response Framework, National Disaster Recovery Framework, WA CEMP, CPG 101
ESF 7 – Prioritizing Resources	Consider discussing the fundamental framework of decision making that may take place when resources are limited or the ability to deliver the resources are limited. There are many considerations that could be used as the basis for this discussion. For example: Are certain population segments prioritized? Are specific government functions prioritized to receive resource over other functions? Are certain geographic locations prioritized due to multiple considerations? Do you have two bridges down but only enough resources to fix one?	National Response Framework, National Disaster Recovery Framework, WA CEMP, CPG 101
ESF 7 - WAMAS	Consider discussing your involvement in the Washington Mutual Aid System (WAMAS) and how it can be used to request resources. This brief discussion should also cover how the resource request process is accomplished.	WA CEMP
ESF 8 – Water and Wastewater	Consider discussing the provision and distribution of water to affected communities. Also consider what is done to	National Disaster Recovery Framework, WA CEMP, CPG 101

TIER II – State Suggestions

CEMP Location	Recommendation to Meet Legal Obligations	Reference
	acquire or provide for human waste disposal services.	
ESF 8 – Incident Management	<p>Consider discussing how the following elements are coordinated or describe the actions that will be taken for this ESF to:</p> <ul style="list-style-type: none"> • Contain and stabilize the effects of the incident; • Track patients; • Coordinate private organization support and asset integration; • Establish emergency treatment centers or mass casualty collection centers; <p>Decontaminate survivors and responders.</p>	National Response Framework, National Disaster Recovery Framework, WA CEMP, CPG 101
ESF 9 – Search and Rescue	Briefly discuss your jurisdiction’s capabilities in performing Waterborne and Wilderness and Island SAR. Also discuss any methods for tracking the location of distressed individuals. Lastly, consider discussing how SAR evacuations are coordinated.	National Response Framework, WA CEMP, CPG 101
ESF 9 – Concept of Operations	<p>Excellent work creating a concise and well thought out SAR ESF. Consider discussing the following topics to completely round it out:</p> <ul style="list-style-type: none"> • Methods for monitoring distress levels; • Tracking locations of distressed individuals; <p>The potential for evacuation.</p>	WA CEMP, CPG 101
ESF 10 – Concept of Operations	<p>Consider discussing the following:</p> <ul style="list-style-type: none"> • Methods to detect and assess the extent of contamination; • Implementing storage options; • Implementing treatment options. <p>Even if your jurisdiction does not participate in the process (i.e. Department of Ecology takes care of the waste), ESF 10 should briefly describe/highlight who is participating in these activities and if any coordination is involved.</p>	National Mitigation Framework, National Response Framework, National Disaster Recovery Framework, WA CEMP, CPG 101
ESF 11 – Nutritional Needs	Consider discussing what processes or procedures are in place to help the jurisdiction in determining the nutritional needs of the population when feeding	National Response Framework, National Disaster Recovery

TIER II – State Suggestions		
CEMP Location	Recommendation to Meet Legal Obligations	Reference
	operations are being conducted (e.g. baby food, religious diets, food allergies, calorie needs, etc.). To understand this function in a different light, consider how you might run a food bank-like operation.	Framework, WA CEMP, CPG 101
ESF 11 – Animal and Plant Diseases	Discuss how the jurisdiction will respond in the event of animal and plant disease. Additionally, consider the potential economic impact of devastating animal/zoonotic/plant diseases.	WA CEMP, CPG 101
ESF 11 – Natural, Cultural, and Historical Resources	A commonly unaddressed area of planning involves the consideration of natural, cultural, and historic resources. Consider identifying how your jurisdiction will preserve, rehabilitate, recover, and restore these resources.	National Mitigation Framework, National Recovery Framework, National Disaster Recovery Framework, WA CEMP, CPG 101
ESF 15 – Notices	The topics covered within ESF 15 encompass aspects of nearly all of the activities of other ESFs and is therefore a difficult Support Annex to develop. Considering this, your ESF 15 Annex demonstrates a high-level of development and forward thinking. There are only a few considerations which can be addressed. Discuss how information pertaining to the potential impacts of secondary hazards is relayed to the public. Discuss mechanisms which will be in place for the family reunification process. Discuss the notifications provided for emergency transportation information. Lastly, discuss the possibility of providing announcements for upcoming community meetings (i.e. involving state officials, local authorities, damage assessments, etc.).	National Response Framework, National Disaster Recovery Framework, WA CEMP

TIER I – Optional		
CEMP Location	Recommendation to Meet Legal Obligations	Reference
General	The biggest concern with accreditation entities and requirements, is detailed explanations of process and procedures. It is often not enough to simply address that you perform an activity, but rather explain each step of the process involved to accomplish such activities.	EMAP
Basic Plan	Develop and/or reference a multi-year strategic plan complete with goals, objectives, milestones, and implementation methods.	EMAP 3.1.1
Basic Plan – Concept of Operations	Discuss some basic NIMS concepts (i.e. modular, unified command process, span of control, etc.)	EMAP 4.5.1
Basic Plan - Communications	There are a lot of elements to try and provide methods and processes regarding crisis communication, public information, and education.	EMAP 4.11.1 - 4.11.4
Basic Plan - Development and Maintenance	A training and exercise program contains numerous components. Accreditation is primarily concerned with the methods used to train, exercise, and track all this data.	EMAP 4.9 - 4.10

Additional Considerations	
CEMP Location	Recommendation
Basic Plan – Situation Overview – Hazard Assessment Summary	Consider adding a hazard-probability matrix in this section so that each hazard can be visually identified alongside its impact and probability of occurrence. Generally, this information is already contained within your Hazard Mitigation Plan but is helpful to add context to why the CEMP is important.
ESF 6: Mass Care - ARC	While it is fairly common to rely on the support and capabilities of the American Red Cross, your own capabilities should not be discounted. Consider investing in planning efforts focused on what the capabilities of the County and its Cities are capable of in comparison of those of the ARC. If a significant or widespread disaster were to occur, then the capabilities and resources of the ARC would be severely diminished and prove to be insufficient. Therefore, it is advised that you work closely with them to develop your own plans based on your capabilities which can be instituted in a

Additional Considerations	
CEMP Location	Recommendation
	worst-case scenario. At the very least (as the former is no small task), consider reviewing the ARC’s procedural manuals so that you can describe how the ARC accomplishes certain capabilities. For example, examine what methodology the ARC uses in shelter site selection, qualification, and operations. This can be incorporated into your ESF 6 annex in the case that the ARC is not able to assist you immediately following a disaster or emergency.