2017 Report

Emergency Management Council

Statewide Emergency Preparedness Annual Report to the Governor
The Honorable Jay Inslee  
Governor of Washington  
P.O. Box 40002  
Olympia, WA 98504-0002  

August 3, 2018  

Dear Governor Inslee:  

On behalf of the Emergency Management Council (EMC) members, I am honored to present the 2017 EMC Annual Report on the status of statewide emergency preparedness. The EMC members, constituents, and stakeholders value the opportunity to inform you on the status of emergency management our state over the past two years and to provide recommendations that address identified issues. 

This report provides recommendations that target recurring issues in statewide disaster response and recovery. While many challenges were identified, and some resolved, several significant gaps remain for the emergency management community to address. 

The EMC, through its committees and workgroups, continues to support activities that strengthen our ability to respond and reduce the threat of the risks we face in the state from natural, technological, and human-caused hazards. 

We appreciate your support of the EMC efforts, and intend to provide you status updates and additional recommendations aimed at state and local emergency management issues over the next year. 

Sincerely,  

Ronald Averill, EMC Chair
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Introduction

Submitted, herein, is the State Emergency Management Council’s (EMC) annual report to the Governor as part of our responsibility to provide an annual assessment of state-wide emergency preparedness (RCW 38.52.0400). This report is for the period of January through December 2017 and is based on assessments of events and activities for that period and on recommendations for past incidents and reports.

2017 had a series of events with major impact on Emergency Management in the State of Washington. First, there were a series of major fires in western Canada and our State, which not only taxed EMS and first responders but were a major challenge to our health service providers because of extensive and persistent air pollution caused by the fires. Second, the hurricane season, particularly Hurricane Maria which did excessive damage in Puerto Rico, had an impact even in Washington State as many of our responders were dispatched to the area to provide aid. Nevertheless, we experienced several opportunities that provided the emergency management community the opportunity to improve our preparedness.

1. The Emergency Management Advisory Group’s (EMAG) top priority issue is sustained funding for viable statewide emergency management system. Emergency management programs at all levels of government have seen significant funding reductions, both from local/state revenues, and from reductions to the federal grant programs supporting emergency management and homeland security. The dependence on Federal program funds has forced emergency management in the state to focus many of their efforts on programs that meet the federal requirements, and that these programs and their products do not always have the best fit to the community’s real needs. To address these issues the EMAG has undertaken a comprehensive look at the structure and funding of emergency management in Washington State. This look will focus on emergency management at all levels in the state with the intention of developing suggested legislation for the state and local jurisdictions to restructure emergency management so that it best fits the needs of our customers, the residents of Washington State.

Most programs in the state face significant challenges in meeting baseline program requirements. The likelihood of future reductions in federal support to emergency management causes emergency managers serious concern that they will not be able to effectively serve their communities. This issue has been a long-standing concern of the EMC. For more details see Appendix A.
2. The **Washington State Emergency Response Commission** (SERC) had many accomplishments in 2017, see Appendix B for details. The most significant were:
   a. A mobile app was developed to give first responders quick access to chemical data.
   b. Washington Emergency Management Division assisted Local Emergency Planning Committees update their hazardous materials emergency response plans.
   c. 2,300 first responders received over 24,000 hours of training. This training is supported by Hazardous Materials Emergency Preparedness grant funds and helps to ensure that first responders meet both federal and state requirements.

   a. The EMC is pleased The Seismic Safety Committee’s goal of improving the State’s resiliency to earthquakes has seen a major step forward with Directive 16-19. The Governor’s Subcabinet Committee had its initial meeting in January of 2017 and subsequent meetings on May 3 and September 27, 2017. A draft report to the governor was prepared and submitted at the September meeting and contains many recommendations we endorse. For more details see Appendix C.
   b. School seismic safety continues to be a prime concern of the SSC and EMC. The SSC continues to recommend that RCW 28A.320.125 be modified to require at least 1 earthquake drill per year for K-12 schools rather than to make it optional. the SSC also recommends that there be at least one mandatory earthquake drill for universities, colleges, and government agencies.

4. We continue to make progress with the **Washington Intrastate Mutual Aid System** (WAMAS), our state’s mechanism for local jurisdictions to help each other in times of disaster. See Appendix D
   a. The first subcommittee charter was signed at the March 2, 2017 Emergency Management Council meeting. The WAMAS annual meeting was held on May 24, 2017 and included a discussion to initiate a vote on making subcommittee members Regional Coordinators for WAMAS.
   b. Any federally recognized Indian tribe located within the boundaries of the State can become a member of WAMAS upon receipt by the Washington State Military Department of a tribal government resolution declaring its intention to be a member, in compliance with RCW 38.56. Currently the only federally recognized Indian tribe to become a member is The Confederated Tribes of the Colville Reservation.
5. The **Infrastructure Resilience Subcommittee** (IRSC) completed their 2017 work plan focused on strengthening public-private information sharing. For details see Appendix E. Major 2017 accomplishments of the IRSC included:
   a. Healthy growth in membership of both private and public infrastructure owner/operators.
   b. Completion of first draft of Integration Framework: Private Sector – SEOC.
   c. Creation of an Infrastructure Prioritization Survey that incorporates into the Washington Information Sharing Environment (WISE).

6. Last year we reported on our Whole Community Subcommittee. The subcommittee is making great progress; however, we felt the name did not adequately reflect what the committee is doing. Therefore, we changed the name to the **Inclusion & Equity Subcommittee** (IES). The name change reflects the Subcommittee’s broader commitment to equity and its expertise to shape the future of emergency management through inclusive planning, response, and recovery efforts. For more detail on the subcommittee’s accomplishments see Appendix F. Their main goal in their 2017-2018 Work Plan is to develop and implement a process for the IES to:
   a. identify key policy recommendations and areas of concerns,
   b. gather feedback from relevant parties and subject matter experts,
   c. develop consensus on the topic, and
   d. provide a cohesive recommendation to the Emergency Management Council on inclusive emergency management strategies.

7. **State Preparedness Report** (SPR)
   a. To be eligible to receive federal preparedness and disaster relief funds from FEMA, EMD produces an annual SPR. The SPR is a self-assessment of the state’s current capability levels against core emergency management and homeland security capabilities, guided by an annually-updated state Threat and Hazard Identification and Risk Assessment (THIRA). Starting in 2016, the state embarked on a three-year effort to assess all 32 core capabilities in the National Preparedness Goal’s Prevention, Protection, Response, Recovery, and Mitigation mission areas. Response and mission cross-cutting capabilities (16 in all) were assessed in 2016, and Recovery and Mitigation capabilities (8 in all) were assessed in 2017. During 2016-2017, EMD used its highly successful methods of workshop-based assessments; statewide strategic planning to address the capability gaps; and formatting the data of the SPR, THIRA and strategic objectives in the *Washington State Core Capability Strategic Planning Framework*. 
8. **Senior Advisory Committee** (SAC).
   a. The SAC is a requirement of the Homeland Security Grant Program (HSGP), intended to include a wide range of homeland partners in overseeing and recommending priorities for the use of grant funds. Washington State considers the EMC to be its SAC. During 2017, the EMC decided to better meet the intent of the SAC by expanding membership in a special meeting of the EMC in 2018. The special meeting will include a presentation of the 2018 SPR for review and comment.

As a state, there are clear challenges and opportunities ahead of us. The challenges of protecting our critical infrastructure against cyber threats, the opportunity to successfully roll-out the ShakeAlert Earthquake Early Warning system, and the opportunity to implement some of the recommendations from the Resilient Washington Sub-cabinet are just a few that we will face. Significant strides in preparedness must continue across the whole community if we can expect to save lives and prevent a humanitarian crisis during a catastrophic disaster. There are multiple initiatives, if expanded and resourced, that could yield significant results for our residents and improve preparedness and resiliency across the state in the years to come. They include, but are not limited to the following:

   b. Invest in catastrophic preparedness – planning, training, exercising, and public education/outreach - to enhance readiness across the whole community.
   c. Develop sustainable funding solutions for state, local, and tribal emergency management programs that aren’t highly dependent on unstable Federal grant programs.
      i. Invest in the recommendations included in Resilient Washington (RW) and RW sub-committee gap analysis. Examples: Designate a lead agency/office at the state-level to lead, synchronize and integrate resources to improve Resiliency.
      ii. Invest in building a more resilient transportation infrastructure.
      iii. Improve school seismic safety.
      iv. Reduce the risk of unreinforced masonry buildings across the state.
   d. Continue to educate the public on the need to be prepared and self-sufficient for at least 2 weeks.
   e. Expand the Washington Restoration/Recovery Framework and fully fund a state Individual Assistance Program for Disasters.
   f. Improve outreach and engagement with the private sector, vulnerable populations, and limited English proficient populations.
   g. Develop, fund and implement a statewide Mitigation Program (current capability gap).
   h. Develop, fund and implement a statewide Public Assistance Program (current capability gap).
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Appendix A

Emergency Management Advisory Group (EMAG) Subcommittee
2017 Annual Report

1. **Purpose:** The EMAG serves as a collaborative forum to advise the Director, Washington Emergency Management. This includes:
   a. Advising the Director on the distribution of Emergency Management Assistance Funds.
   b. Collaboratively developing, maintaining, and enhancing a statewide system of Emergency Management to ensure there is an Emergency Management Program for all Washingtonians.
   c. Providing a means by which local and tribal emergency managers can communicate issues and concerns to the Director.

2. **EMAG Meetings in 2017:**
   a. February 2, 2017 – King County RCECC, Renton
   b. May 4, 2017 – Camp Murry
   c. August 3, 2017 – Grant County MACC, Moses Lake
   d. November 2, 2017 – Camp Murray

3. **Status of Subcommittee Work Plan:** At the beginning of 2017, the EMAG focused on closing out projects from previous years. These included:
   a. Preparedness Message Change - Lit Dudley & Rosanne Garrand
   b. Changed public preparedness messaging from three days to two weeks.
   c. Regional Concept purpose statement - Dan Banks
   d. Validated that it made sense to plan around Homeland Security Regions rather than a different construct such as WSDOT Sectors.

4. **Future Direction of Subcommittee to Achieve Work Plan Objectives:**
   a. The EMAG is concerned that the level of funding for emergency management statewide is inadequate to support requirements. Emergency management programs at all levels of government have seen significant funding reductions, both from local/state revenues, and from reductions to the federal grant programs supporting emergency management and homeland security. Most programs in the state face significant challenges in meeting baseline program requirements. The likelihood of future reductions in federal support to emergency management causes emergency managers serious concern that they will not be able to effectively serve their communities.
b. In coming to grips with what constitutes the correct level of funding for emergency management the EMAG determined that it cannot do so without first identifying how emergency management should be conducted in Washington State and what is the correct baseline level of service. Once the requirements are identified, current capabilities could be assessed against the requirement and capability gaps could be identified. Once all means of addressing the capability gaps are exhausted, additional funding could be sought from the legislature.

c. This work is ongoing.

5. **Planned Meetings in 2018**: TBD

6. **Other**: During 2018, the EMAG will also examine the distribution of EMPG funds and make recommendations to the EMC and EMD. As other federal funding sources have diminished, Emergency Management Programs, including EMD, are becoming more reliant on EMPG. Additionally, the number of local emergency entities applying for EMPG is on the rise, resulting in decreased awards as a limited amount of funding is stretched to cover an increasing number of jurisdictions.
Appendix B

State Emergency Management Response Commission (SERC) Subcommittee
2017 Annual Report

1. Purpose:
   a. Superfund Amendments and Reauthorization Act (SARA) 1986
      i. Over thirty years ago, in 1986, President Reagan signed into law the Superfund Amendments and Reauthorization Act of 1986. SARA Title III is known as the Emergency Planning & Community Right-to-Know Act, most commonly called EPCRA.
   b. The duties and purposes of the SERC are those set forth pursuant to the Emergency Planning and Community Right-to-Know Act (EPCRA), Title III of the Superfund Amendments and Reauthorization Act (SARA) of 1986 (Public Law 99-499), herein referred to in this document as “EPCRA.” State of Washington provisions for EPCRA are addressed under chapter 38.52.040 of the Revised Code of Washington and chapter 118-40 of the Washington Administrative Code. Nothing in these bylaws shall conflict with the regulatory and statutory provisions that regulate EPCRA. The duties and purposes include, but are not limited to:
      i. Carrying out the mandate of EPCRA.
      ii. Improving state and local hazardous materials emergency response capabilities.
      iii. Coordinating hazardous materials issues and initiatives.
      iv. Advising the Emergency Management Council on all matters pertaining to EPCRA and hazardous materials matters within the state of Washington.

2. Status of Subcommittee Workplan.
   a. Accomplishments 2017
      i. 5,000 businesses reported 18,703 chemicals stored at facilities throughout the state.
      ii. SERC Bylaws updated
      iii. The Tier Two reporting form was revised, and databases were redesigned in response to EPA changes.
      iv. A mobile app was developed to give first responders quick access to chemical data.
v. WAEMD assisted LEPCs update their hazardous materials emergency response plans.

vi. 2,300 first responders received over 24,000 hours of training. This training is supported by HMEP grant funds and helps to ensure that first responders meet both federal and state requirements.

b. Future Direction of Subcommittee to accomplish workplan objectives.

   i. Seek funding to support Statewide HazMat coverage
   ii. Fill vacant positions on SERC
   iii. HMEP grants for EPCRA-related activities and training.
   iv. Update SERC Strategic Plan
   v. Follow Executive Order 13650 – Improving Chemical Safety and Security and changes to chemical reporting requirements.

c. Update Washington Administrative Code 118-40 to reflect the current changes within the duties of the SERC


   i. March 1, 2017
   ii. May 16, 2017
   iii. September 18, 2017
   iv. November 1, 2017

3. **Statutory Issues Report out**: None

4. **Dates of planned meetings in 2018**.

   - February 2, 2018
   - TBD (to be held in conjunction with LEPC/Tribal Conference)
   - September TBD (Held in conjunction with WSEMA Conference week of 17th through the 20th)
   - October 31, 2018 (Held in conjunction with EMC meeting at Camp Murray)

5. **Other Issues**.

   a. Respond to any additional federal, state, and local changes that directly relate to EPCRA.
Seismic Safety Committee (SSC)
2017 Annual Report

Co-Chairs: Dave Norman, Department of Natural Resources – Washington Geological Survey and Robert Ezelle, Emergency Management Division

The purpose of the Seismic Safety Committee (SSC) is to prepare and submit to the Emergency Management Council (EMC) statewide strategies, policies, and recommendations that address the seismic threat through mitigation, preparedness, response, and recovery activities. This will be established through a collaborative effort and consensus of committee members representing stakeholder organizations across the state.

The SSC has focused on 2 major initiatives the past several years – the Resilient Washington State and School Seismic Safety. This emphasis will continue for 2018:

Resilient Washington State

The Resilient Washington Initiative of the Washington Seismic Safety Committee (SSC) made 10 recommendations in the 2012 document Resilient Washington State – A Framework for Minimizing Loss and Improving Statewide Recovery after an Earthquake. The report provides a framework for long-term implementation of seismic risk reduction policies and activities across Washington with the goal of making the state resilient within a 50-year period. There has been great progress over the past year in moving the Resilient Washington State initiative to implementation as Governor Inslee issued Directive of the Governor 16-19 and the directive establishes a new Resilient Washington subcabinet charged with providing a coordinated approach to preparing for and responding to a major earthquake or tsunami. The subcabinet’s efforts will address educating the public about personal preparedness, planning for major disruptions, utility and fuel services and destruction of major roads, bridges, and airports, among others. The subcabinet will also develop recommendations and plans for ensuring availability of medical and human service operations. The Seismic Safety Committee goal of improving the State’s resiliency to earthquakes has taken a major step forward with Directive 16-19. The Governor’s Subcabinet Committee had its initial meeting in January of 2017 and subsequent meetings on May 3 and September 27, 2017. A draft report to the Governor was prepared and submitted at the September meeting. The link is https://www.mil.wa.gov/emergency-management-division/resilient-washington-subcabinet

School Seismic Safety

The SSC set a goal of evaluating our state’s schools for seismic safety. This is a 2004 policy goal that was not accomplished but absolutely needs to be. Some schools were designed for lesser
lateral resistance than currently required, and they employ structural systems and material not permitted for present day seismic design. Some of these school buildings may represent a substantial life safety and injury risk to children in this state, and they cause an element of economic risk and uncertainty to public agencies.

Future Considerations

The SSC will continue to support the Governor’s subcabinet committee on Earthquake Resilience. The SSC continues to evaluate other issues such as unreinforced masonry buildings (URM) and earthquake early warning (EEW).

Unreinforced masonry buildings are brick buildings constructed without steel reinforcements, ties and connections to the load bearing walls required by modern building codes. They pose a safety hazard to occupants as well as passersby. SSC continues to work with the City of Seattle on this issue.

Earthquake early warning (EEW) systems use earthquake science and the technology of monitoring systems near the earthquake source to alert devices and people when shaking waves generated by an earthquake are expected to arrive at their more distant location. The seconds to minutes of advance warning can allow people and systems to take actions to protect life and property from destructive shaking. USGS along with partners from California-Oregon-Washington deployed a beta operational phase of ShakeAlert, the West Coast earthquake early warning test system in 2016. This next-generation production prototype will allow beta users to develop and deploy pilot implementations that take protective actions based on the USGS ShakeAlert warnings in areas with sufficient station coverage. The SSC continues to be engaged with this project.

Per recommendation in the Resilient Washington Subcommittee report, the SSC will investigate ways to support a WA State resilience program. The SSC will work collaboratively with other state agencies and stakeholders to determine how to incorporate seismic mitigation strategies into
a resilience program and provide recommendations on the best approach for seismic hazards incorporating in the program.

**Recommendations for Legislative Action**

The SSC continues to recommend that RCW 28A.320.125 be modified to require at least 1 earthquake drill per year for K-12 schools rather than to make it optional. It is also recommended that there be at least one mandatory earthquake drill for universities, colleges, and government agencies.

**Meeting Schedule**

The SSC met on November 17, 2017 and the planned meetings in 2018 are 1/26/2018, 5/18/2018, 8/24/2018, 10/19/2018.
Appendix D

Washington Mutual Aid System (WAMAS) Subcommittee
2017 Annual Report

WAMAS Subcommittee Activities

1. Purpose: The Intrastate Mutual Aid Subcommittee of the Emergency Management Council (EMC), established by RCW 38.52.040(3), maintains the authority to develop guidelines and procedures facilitating the implementation of WAMAS by member jurisdictions. The Intrastate Mutual Aid Subcommittee provides guidance, oversees development of training and implementation, and facilitates educational outreach to member jurisdictions. Pursuant to RCW 38.56.0240(2), every county, city, and town of the state is automatically a member of WAMAS (does not include special purpose districts as defined in the RCW). Any federally recognized Indian Tribe located within the boundaries of the State can become a member upon receipt by the Washington State Military Department of a tribal government resolution declaring its intention to be a member of WAMAS in compliance with RCW 38.56. Currently the only federally recognized Indian Tribe to become a member is The Confederated Tribes of the Colville Reservation.

2. Status of Workplan: Currently the subcommittee does not have a workplan; however, there is a meeting agenda for the next annual meeting in 2018 that will address regional coordinators for all members.

3. Major Accomplishments: The first Subcommittee charter was signed at the 2 March 2017 Emergency Management Council meeting. The annual meeting was held on 24 May 2017. Topics included the introduction of two new subcommittee members and a discussion to initiate a vote on making subcommittee members Regional Coordinators for WAMAS. The vote was moved to a future meeting in 2018 as a quorum could not be established.

4. Statutory Issues: None

5. Dates of Planned Meetings in 2018: TBD.

Current committee members:
Robert Ezelle, Amy Ockerlander, Bill Gillespie, Ray Cockerham, & Philip Lemley
Appendix E

Infrastructure Resilience Subcommittee
2017 Annual Report

1. **Purpose of Subcommittee**
The IRSC is a public-private partnership for Washington State’s critical infrastructure security and resilience. Generally, the sub-committee meets to identify critical assets and hazards, and to generate planning, mitigation and/or policy suggestions. Specifically, the committee will:

- Provide content revisions for the Washington State Comprehensive Emergency Management Plan (CEMP) – Catastrophic Incident Annex. This will include sector-specific planning appendices for the 4 lifeline sectors (Energy, Communication, Transportation, Water/Wastewater).
- Provide quarterly updates, program & policy suggestions to the bi-monthly Emergency Management Council (EMC).
- Explore standards to formalize information sharing between public emergency response organizations and infrastructure owner/operators.
- Create a system that sets infrastructure restoration priorities based on the identification of facility dependencies and interdependencies.

2. **Status of Subcommittee Workplan.**
The IRSC completed the 2017 workplan focused on strengthening public-private information sharing. The culmination of this process is the first draft of the Integration Framework: Private Sector – SEOC. To review this document, visit the 4th Quarter IRSC Meeting Notes.

a. **Future Direction of Subcommittee to accomplish workplan objectives.**
The 2018 IRSC Workplan will focus in two areas:

i. Exercising & further refining the Integration Framework: Private Sector – SEOC and the Business Re-Entry (BRE) Registration program.
ii. Sector-specific catastrophic planning for the lifeline critical infrastructure sectors. This will be done in conjunction with the WA EMD Catastrophic Incident Planning efforts.
3. **Major accomplishments of the Subcommittee for 2017.**

- Healthy growth in membership of both private and public infrastructure owner/operators.
- Completion of first draft of *Integration Framework: Private Sector – SEOC*.
- Creation of an *Infrastructure Prioritization Survey* that incorporates into the [Washington Information Sharing Environment (WISE)].

  a. **Dates of Subcommittee Meetings in 2017.**

   i. January 24, 2017
   ii. April 25, 2017
   iii. July 18, 2017
   iv. October 18, 2017

4. **Dates of planned meetings in 2018.**

   January, April, July, October 2018. Dates TBD.
1. **Purpose of Subcommittee:**
The Inclusion & Equity Subcommittee (IES) will identify ways to improve delivery of local and state emergency management services and programs to the whole community in the State of Washington. The IES is co-chaired by the Washington State Department of Health and the Washington State Independent Living Council (WASILC). Membership is comprised of public, private, and non-profit agencies representing the broad field of local, state, and tribal emergency management from across the state. The IES serves as a forum and advisory panel to collectively address emergency management issues to minimize the disproportionate impacts of disasters to communities across Washington State.

2. **Status of Subcommittee Work plan:**
IES members and partners prepared the IES 2017-2018 Work Plan. The work plan outlines IES’ approach to achieving the goals, objectives, strategies, and actions of the subcommittee over the next 12 months. The work plan includes three goal areas:

- **Goal 1:** Develop a comprehensive emergency management toolkit that provides guidance and resources for inclusive statewide, local, and tribal planning efforts.
- **Goal 2:** Identify all similar planning efforts (statewide and local), conduct outreach to identified groups, and initiate collaboration that allows all parties to benefit from work done while leveraging existing networks.
- **Goal 3:** Develop and implement a process for the IES to 1) identify key policy recommendations and areas of concerns, 2) gather feedback from relevant parties and subject matter experts, 3) develop consensus on the topic, and 4) provide a cohesive recommendation to the Emergency Management Council on inclusive emergency management strategies.

Key milestones are in development. Progress is tracked by IES staff every two months and regular updates on work plan activity is provided at EMC meetings by Co-Chairs.

3. **Future Direction of Subcommittee to accomplish work plan objectives:**
IES created two work groups to advance activities throughout the year. In between IES meetings, work groups meet to allow for the timely implementation of action items, as well as, determine projects of regional significance and/or additional opportunities for collaborative efforts with statewide partners. For the upcoming January meeting, IES
members and statewide partners will collaborate around new legislation for emergency management practitioners to promote inclusive strategies for implementation.

4. **Major accomplishments of the Subcommittee for 2017:**
   - 2017-2018 work plan developed and finalized.
   - Goal 3, process documents for policy recommendations to EMC has been drafted and under review.
   - Membership expanded to include partners and subject matter experts from both local and tribal state public health and emergency management partners. Two additional non-governmental organizations have joined IES as members representing disaster services.
   - Name change to the Inclusion & Equity Subcommittee (IES) launched in June 2017. The name change reflects the Subcommittee’s broader commitment to equity and its expertise to shape the future of emergency management through inclusive planning, response, and recovery efforts.

5. **Dates of Subcommittee Meetings in 2017:**
   a. Nov 15, May 9, Feb 7, August 1

6. **Dates of planned meetings in 2018.**
   a. Jan 11, Apr 12, July 19, Oct 11

7. **Other Issues.** None

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“As a concept, Whole Community is a means by which residents, emergency management practitioners, organizational community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built. In a sense, Whole Community is a philosophical approach on how to think about conducting emergency management ….”