



**2018 Report**

**Emergency  
Management  
Council**

# Statewide Emergency Preparedness Annual Report to the Governor



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**Washington State  
Emergency  
Management  
Council**

Washington State Patrol

State Fire Marshal

State and Local  
Emergency Management

Department of Ecology

Department of Health

Military Department

Building Officials

Department of Natural  
Resources

Private Industry

Search and Rescue  
Volunteers

City Officials

County Officials

Local Fire Chiefs

Members-at-Large

Washington Emergency  
Management Division  
Building 20: TA-20  
Camp Murray, WA 98430

**The Honorable Jay Inslee  
Governor of Washington  
P.O. Box 40002  
Olympia, WA 98504-0002**

April 3, 2019

Dear Governor Inslee:

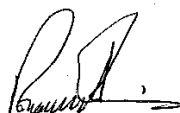
On behalf of the Emergency Management Council (EMC) members, I am honored to present the 2018 EMC Annual Report on the status of statewide emergency preparedness. The EMC members, constituents, and stakeholders value the opportunity to inform you on the status of emergency management in our state over the past year 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 2018 and is based on assessments of events and activities for that period and on recommendations for past incidents and reports.

2018 had a series of major events with impacts on Emergency Management in the State of Washington. First, there were a series of major fires in western Canada and Washington 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. In addition to the fires in the local areas, there were also several large fires in California, including the catastrophic Camp Fire for which we also provided aid. These efforts are still ongoing.

Secondly, the hurricane season was particularly busy this year; with Hurricane Lane (Hawaii), Hurricane Florence (North Carolina) and Hurricane Michael (Florida); there was a huge impact on Washington State as many of our responders were dispatched to provide aid to support these communities.

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 engage school districts across the state regarding seismic safety for our children 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:

- a. Invest in catastrophic preparedness – planning, training, exercising, and public education/outreach - to enhance readiness across the whole community.
- b. 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.

- c. Continue to educate the public on the need to be prepared and self-sufficient for at least 2 weeks.
- d. Expand the Washington Restoration/Recovery Framework and fully fund a state Individual Assistance Program for Disasters.
- e. Continue to improve outreach and engagement with the private sector, vulnerable populations, and limited English proficient populations.
- f. Develop, fund and implement a statewide Mitigation Program (current capability gap).
- g. Develop, fund and implement a statewide Public Assistance Program (current capability gap).

# **Committee and Workgroup Reports**

## **Emergency Management Advisory Group (EMAG)**

### **Purpose of Subcommittee:**

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

### **Current Status of Subcommittee Work plan:**

- During 2018, the Emergency Management Advisory Group (EMAG) created a workgroup to identify specific opportunities for improving statewide emergency management service delivery and making it more effective and efficient. Recommendations will include opportunities for subsequent assessments of concepts similar to the establishment of centers of excellence, regionalizing service delivery, aligning pre-and post-disaster processes, reviewing funding methodologies and future fiscal needs, and reviewing RCW 38.52 and WACs 118-09 and 118-30. The goal is for statewide emergency managers to be participative in the long-term direction of the emergency management profession in Washington and link this strategy with the direction of the Emergency Management Council (EMC), the activities of the Washington State Emergency Management Association (WSEMA) and the strategic planning efforts of the state's Emergency Management Division (EMD). The workgroup is scheduled to present their findings and recommendations to the EMAG in 1st quarter, calendar year 2019.

### **Date of planned meetings in 2019:**

- February 7, 2019 (Building 91, Camp Murray)
- April 18, 2019 (Partners in Emergency Preparedness Conference)
- September 17, 2019 (Held in conjunction with the Washington State Emergency Management Association Conference)
- November 7, 2019 (Building 91, Camp Murray)



# State Emergency Management Response Commission (SERC)

## Purpose of Subcommittee:

- Superfund Amendments and Reauthorization Act (SARA) 1986  
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.
- 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:
  - Carrying out the mandate of EPCRA.
  - Improving state and local hazardous materials emergency response capabilities.
  - Coordinating hazardous materials issues and initiatives.
  - Advising the Emergency Management Council on all matters pertaining to EPCRA and hazardous materials matters within the state of Washington.



## Current Status of Subcommittee Work plan:

- Accomplishments 2018
  - 4,751 businesses reported 18,759 chemicals stored at facilities throughout the state.
  - WAEMD assisted LEPCs update their hazardous materials emergency response plans.
  - 734 first responders received over 12,102 hours of training. This training is supported by HMEP grant funds and helps to ensure that first responders meet both federal and state requirements.
- Future Direction of Subcommittee to accomplish workplan objectives.
  - Seek funding to support Statewide HazMat coverage
  - Fill vacant positions on SERC
  - HMEP grants for EPCRA-related activities and training.
  - Update SERC Strategic Plan

## Major Accomplishments for Subcommittee for 2018:

- Dates of Subcommittee Meetings in 2018
  - January 1, 2018 (Camp Murray)
  - June 6, 2018 (Little Creek Resort, Shelton, WA LEPC/Tribal Conference)
  - September 16, 2018 (Northern Quest, Spokane, WA WASEMA Conference)
  - October 31, 2018 (Camp Murray)

**Statutory Issues Report out (WAMAS (Washington Mutual Aid System) and SERC (State Emergency Response Commission) Only):**

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

**Date of planned meetings in 2019:**

- February 6, 2019 (Building 91, Camp Murray)
- April 30, 2019 (Held in conjunction with LEPC/Tribal Conference, Leavenworth, WA)
- September 16, 2019 (Held in conjunction with WSEMA Conference, location TBD)
- October 31, 2019 (Building 91, Camp Murray)

**Other Issues:**

- Respond to any additional federal, state, and local changes the directly related to EPCRA.

## Seismic Safety Committee (SSC)

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

### **Purpose of Subcommittee:**

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.

### **Current Status of Subcommittee Work plan:**

The SSC has focused on:

1. The Resilient Washington State
2. School seismic safety
3. Unreinforced masonry buildings
4. Earthquake early warning

### **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 time frame. There has been great progress over the past 2 years 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.

### **School Seismic Safety**

Washington Geological Survey (DNR) received \$1,200,000 in the 2017–2019 capital budget (Sec. 3062) to start a statewide school seismic safety needs assessment. This appropriation directs DNR to work with the Office of Superintendent of Public Instruction (OSPI), the Office of Emergency Management (EMD), and the State Board of Education to assess the current level of seismic safety of Washington State's public K-12 schools.

The legislative directive states that the \$1,200,000 shall be used to assess urban and rural schools, of varying capacity, in high seismic risk areas, and to assess fire stations within one mile

of schools. The directive states that there shall be an on-site geologic assessment to determine the seismic site class of soils, a structural and nonstructural seismic evaluation of school buildings, and a determination of costs to seismically upgrade school buildings to life-safety standards and to seismically upgrade fire stations to immediate occupancy standards. These assessments will be submitted to OSPI to use in their Inventory and Condition of Schools (ICOS) database.

Additionally, DNR and OSPI must provide technical assistance to schools to incorporate seismic building survey information into their school safety plans. The directive put forth in the capital budget appropriation is an appropriate first-step in improving the seismic safety of Washington state schools. Seismic safety is a necessary goal for Washington State schools, however, it will take much more funding to accomplish this goal than was allocated this biennium. DNR and OSPI are requesting additional funding in the upcoming biennium to continue this effort.

Link to DNR webpage on school seismic safety: <https://www.dnr.wa.gov/programs-and-services/geology/geologic-hazards/earthquakes-and-faults/school-seismic-safety>

## **Results Washington**

DNR, OSPI, Dept. of Commerce, DOT, and other state agencies are working with the Governor's Results Washington team to develop performance metrics for reducing risk from natural hazards.

The preliminary dashboard can be found here:

<http://dev-resultswa.pantheonsite.io/outcome-measures/reduce-risk-natural-hazards>

## **Unreinforced Masonry (URM) Buildings**

Unreinforced masonry (URM) buildings frequently make up the iconic and historic structures within Washington's communities. They provide the unique and distinct character of large cities and small towns throughout our state and help communities define their sense of place. They frequently house local businesses and other important community interests. URM buildings, while vital to local communities, have also suffered extensive damage and even collapse during previous earthquakes in 1945, 1969, and the Nisqually Earthquake in 2001. Falling bricks also posed life-safety hazards to building occupants and passersby.

The 2012 Resilient Washington report recommended that the Department of Commerce compile a detailed inventory of buildings, including unreinforced masonry buildings, across the state. A comprehensive assessment of how many unreinforced buildings are in Washington and where they are located is the first step in better understanding the risks posed by URM buildings.

The 2018 Washington State Legislature appropriated \$200,000 to the Department of Commerce within the Capital Budget for a statewide assessment of URM buildings. The appropriation directed Commerce to collaborate with the Department of Archeology and Historic Preservation (DAHP) and develop a list and a map of URM buildings using existing data to the greatest degree possible. The study was also required to estimate the number of unreinforced masonry buildings with vacant or underutilized upper floors.

To assist in this effort, Commerce enlisted the support of the Architectural Resources Group, Degenkolb Engineers, and the Gartrell Group in order to design a database and web-based

viewer to house and display collected and compiled data. The team also engaged a stakeholder advisory committee to help guide the project and ensure it met a variety of needs. The URM building study leveraged the DAHP's historical buildings database along with detailed results from the City of Seattle's unreinforced masonry building assessment. Local assessors and other partners provided data to assist in identifying URM buildings. A pilot field assessment to validate data contributed by local communities was completed in Port Townsend, Washington.

Results of the assessment will be provided the Legislature in January 2018. Overall findings indicate that there are two (2) key priorities from a life-safety perspective: schools and critical public safety facilities, such as hospitals, fire & police stations. Facilities like schools and hospitals house some of our state's most vulnerable populations, while critical public safety facilities must enable our first responders to respond following an earthquake. The study results are considered preliminary in nature and are subject to change.

### **Earthquake Early Warning**

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.

### **Future Direction of Subcommittee to accomplish work plan objectives:**

The SSC will continue to support the Governor's subcommittee on Earthquake Resilience. The SSC is also very supportive of the school seismic safety initiative and is continuing to evaluate other issues such as unreinforced masonry buildings (URM) and earthquake early warning (EEW).

### **Recommendations for Legislative Action:**

DNR- Schools Seismic Study \$5,000,000 - Washington has 1,944 public school campuses comprised of 4,448 permanent structures and 4,885 portables. Only a small fraction of those schools have been assessed for their ability to withstand an earthquake. This project continues the work begun by DNR – Washington Geological Survey last biennium and will conduct comprehensive seismic assessments on approximately 400 school buildings in high-risk areas.

OSPI is asking for \$1.5 million for Study and Survey funding enhancement to allow each school district that applies for this funding to conduct rapid Visual Screening (RVS) of each building used for instruction. This screening will be used to help determine which schools need a more comprehensive seismic assessment. OSPI is also asking for funding to help schools in rural communities to seismically upgrade when they apply for funding to do modernizations or other structural projects.

**Date of planned meetings in 2019:**

The SSC met frequently through 2018 and met last on November 30, 2018 and the tentatively planned meetings in 2019 are 03/1/2019, 05/31/2019, 08/30/2019, and 11/29/2019.

## Washington Mutual Aid System (WAMAS)

### **Purpose of Subcommittee:**

- 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.



### **Current Status of Subcommittee Work plan:**

- Currently the plan for the subcommittee is to replace the one missing member and Bill Gillespie will serve until a replacement can be found for his position. The positions will be filled using WSEMA, Local emergency management or Sherriff's from the EMC membership.

### **Major Accomplishments for Subcommittee for 2018:**

- The subcommittee met in October for the annual meeting and here it was recognized that the subcommittee membership should have representation from the actual users of the WAMAS system. A vacant member position shall be filled, and a long-standing member will be replaced using EMC members that represent people authorized to use this mutual aid system. Further accomplishment was made towards establishing a coordination and training body for facilitation of the WAMAS system. A new concept will be developed using Homeland Security Regions within the state as advisors and this will be further examined next year.

### **Statutory Issues Report out (WAMAS (Washington Mutual Aid System) and SERC (State Emergency Response Commission) Only):**

- No statutory issues now.

### **Date of planned meetings in 2019:**

- It was agreed that the next meeting should be held in February 2019 provided all committee member positions are filled.

### **Current Committee Members:**

- Robert Ezelle, vacant position, Bill Gillespie, Ray Cockerham, & Philip Lemley

## Infrastructure Resilience Subcommittee

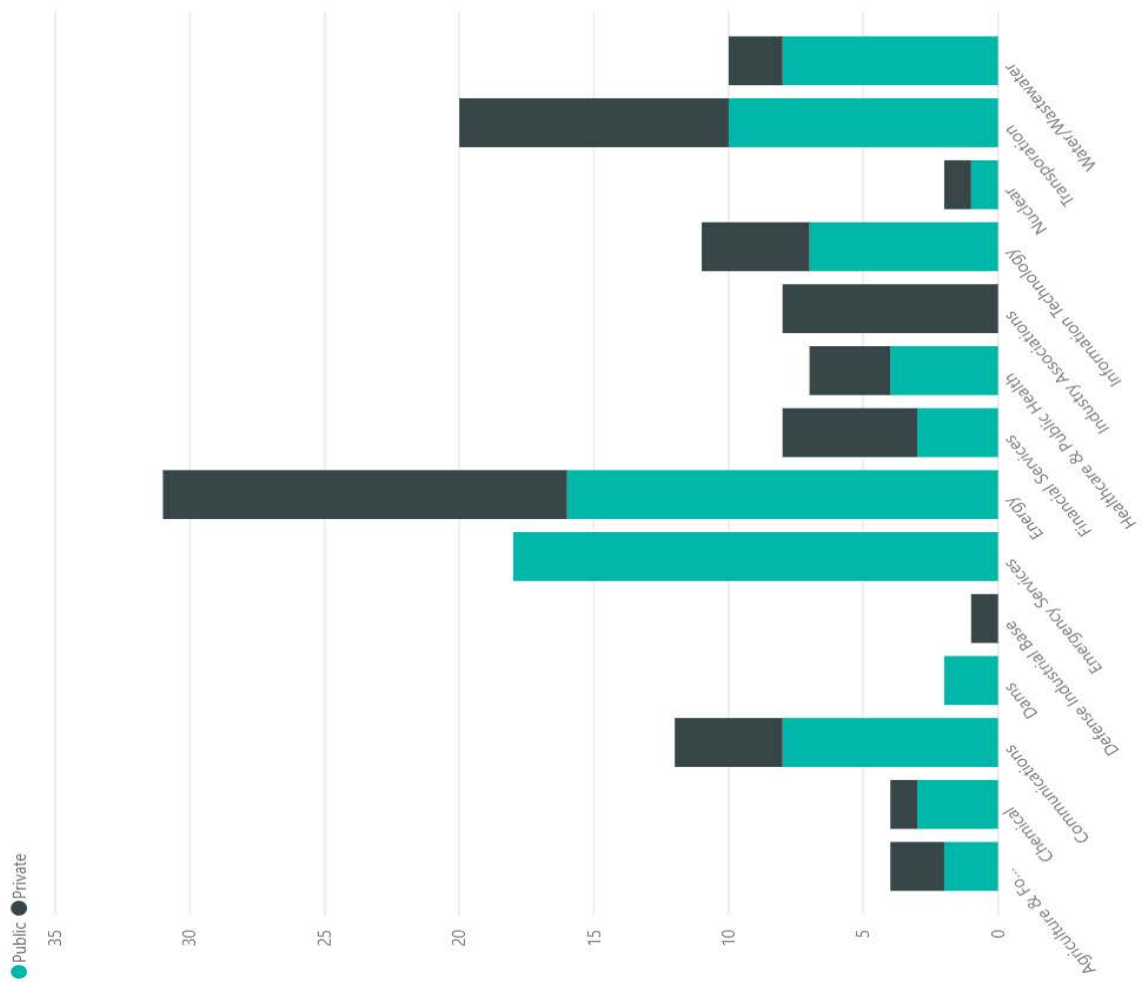
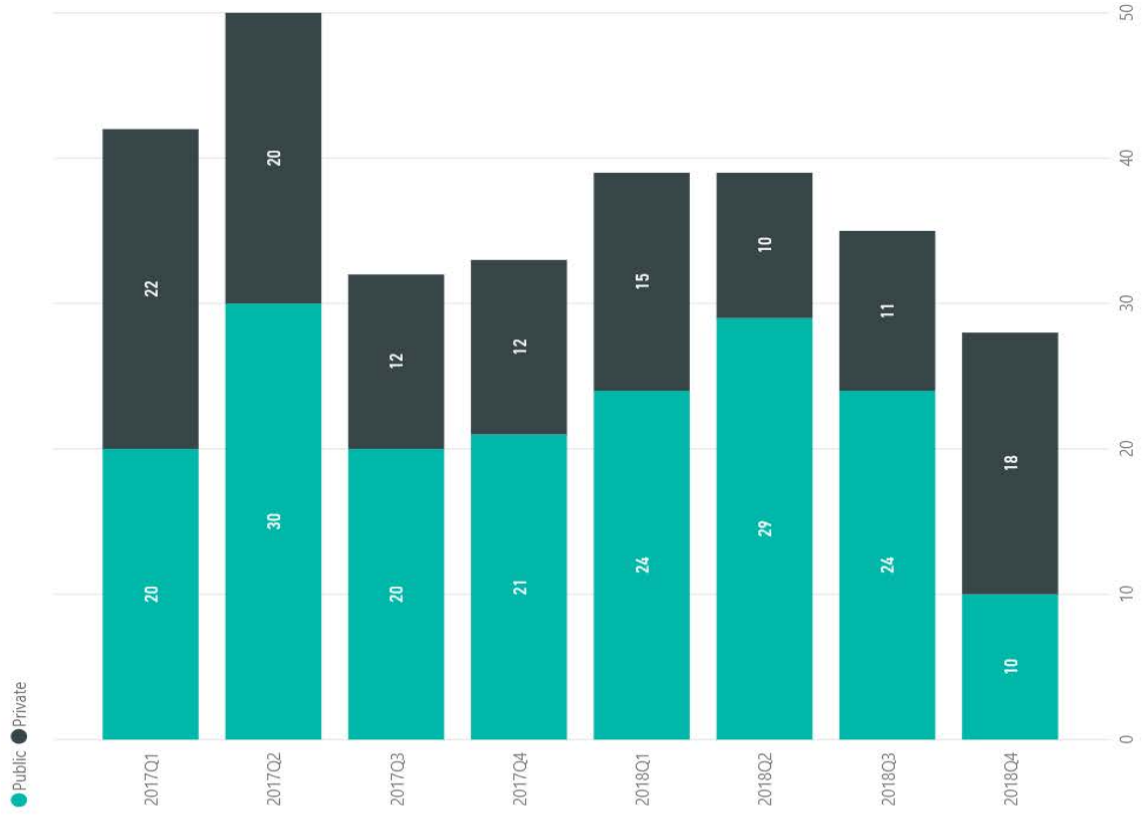
### **Purpose of Subcommittee:**

- 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).
  - Validate the Planning Strategies, Capability Targets and Desired Outcomes for infrastructure related sections of the Washington State Preparedness Report.
  - 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.

### **Major Accomplishments for Subcommittee for 2018:**

- The Infrastructure Resilience Sub-Committee (IRSC) met 4 times in 2018 with an average meeting size of 37 attendees. 62% of the attendees represented state and federal agencies, while 38% were from private sector infrastructure owner/operators. The sub-committee closed out 2017 work by providing feedback to the final Business Re-Entry system and Public Private Information Exchange framework but spent most of meetings focused on catastrophic planning and recovery planning and provided input into the WA CEMP, Catastrophic Incident Annex as well as the Washington Restoration Framework. More detailed information may be obtained on the IRSC Website:  
<https://www.mil.wa.gov/emergency-management-division/infrastructure-resilience-sub-committee-irsc>





## **Inclusion & Equity (IES) Subcommittee**

### **Purpose of Subcommittee:**

- The Inclusion & Equity Subcommittee will identify ways to improve delivery of local and state emergency management services and programs to the whole community<sup>1</sup> 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.

### **Current Status of Subcommittee Work plan:**

- In alignment with IES's purpose and key functions, the three following focus areas have been identified for 2019. It is intended that for each focus area the key IES functions of advocacy, expertise, resource development, and connection facilitation will be conducted as appropriate. Two standing focus areas, which will continue from year to year, have been identified in addition to one project focus area.

**Focus Area 1:** Inform and support the inclusive emergency management initiatives or challenges of the IES membership, Emergency Management Council, Emergency Management Division, state agencies, tribal governments, local governments, community-based organizations, and non-governmental organizations. (Standing Focus Area)

**Focus Area 2:** Maintain awareness of trends and best practices within the field of inclusive emergency management and facilitate awareness among both IES membership and broader emergency management community through presentations and trainings. (Standing Focus Area)

**Focus Area 3:** Support state and local implementation efforts of SB-5046 through IES's key functions of advocacy, expertise, resources, and connections. (Project Focus Area)

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.

### **Future Direction of Subcommittee to accomplish work plan objectives:**

- IES Subcommittee members and assigned staff will continue to collaborate to achieve the identified 2019 Focus Areas as confirmed by the IES membership. Both IES members and staff have identified roles and responsibilities as outlined in the 2019 Focus Areas document.

### **Major Accomplishments for Subcommittee for 2018:**

- Continue to share inclusive emergency management best practices and opportunities for collaboration among IES membership and partners.
- Engaged IES members and partners in analysis of SB-5046 and identification of areas of collaboration with EMD:
  - Coordinated briefing on SB-5046 for IES members and partners
  - Facilitated discussion among IES members and partners to identify concerns, points of advocacy, and areas for collaboration regarding SB-5046.

- Identified common topics and provided recommendations to EMD on SB-5046 collaboration and implementation.
- Facilitated meeting at WA DOH with IES, Coalition for Inclusive Emergency Planning (CIEP), and EMD to identify tasks and work plan intersections.
- Briefed IES membership on DOH’s Crisis Standards of Care project and gathered feedback from community partners and IES membership.
- Organized IES meeting to improve coordination and collaboration between members and partners:
  - Started an “Agency Highlight” process in which one-member agency will present on their agency’s roles and responsibilities related to disaster, inclusive challenges or resources, and best practices/lessons learned.
  - Began hosting standard briefs to maintain awareness among IES leadership, including:
    - SB-5046/LEP Coordinator activities
    - CIEP/WASILC activities
    - IES Work Plan Progress
- Briefed and solicited feedback from IES members and partners regarding the Severe Smoke Plan and online communication tools for outreach/public communication efforts.
- Presented and confirmed a 2019 work plan for IES that revolves around 3 major focus areas

**Date of planned meetings in 2019:**

- February 6
- May 23rd
- August 12th
- December 13th

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<sup>i</sup> A description of Whole Community, below, from *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*, FDOC 104-008-1, Federal Emergency Management Agency, December 2011, at [https://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole\\_community\\_dec2011\\_2\\_.pdf](https://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011_2_.pdf).

“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 ....”