# Statewide Emergency Preparedness

## Report to the Governor

**July 2005**

Washington State Emergency Management Council

## Washington State Emergency Management Council

Washington State Patrol

State Fire Marshal

Sheriff and Police Chiefs

State and Local Emergency Management Directors

Department of Ecology

Department of Health

Military Department

Building Officials

Department of Natural Resources

Private Industry

Search and Rescue Volunteers

City Officials

County Officials

Washington State Association of Fire Chiefs

Member-at-Large

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

July 7, 2005

The Honorable Christine O. Gregoire
Governor, State of Washington
Olympia, WA 98504-40002

Dear Governor Gregoire:

I am pleased to present the Washington State Emergency Management Council's (EMC) 2004-2005 Annual Assessment of Statewide Emergency Preparedness, as required by RCW 38.52.040.

This report provides an assessment of the significant hazards, both natural and human caused, facing citizens of the state and outlines the capabilities and shortfalls in meeting these hazards. The report also recommends enhancements for overall preparedness in the state.

The cornerstone of this Assessment is the report from the EMC-created Task Force on Local Programs. Early in 2003, the EMC "Chartered" the Task Force to study the strengths and weaknesses of the core Emergency Management functions in local and tribal government throughout Washington. The one and one-half year effort by the Task Force resulted in findings that identified significant positive aspects of our local and tribal system of emergency management. However, the findings also point to systemic weaknesses, which need to be addressed if we desire a fully capable statewide system of Emergency Management.

The Task Force report outlines a series of recommendations and, as a result, the EMC has taken two "next step" actions. First, it worked with EMD to determine lead entities, which can take assigned recommendations and move them toward action and, secondly, the EMC formed a Working Group, which will deal with the systemic and structural recommendations of the report. Future recommendations to change state law will probably result from these continued efforts. The importance of this entire effort and necessary follow-up cannot be overstated.

Additionally, the EMC recently decided to re-constitute the Seismic Safety Committee (SSC). This principally resulted from a presentation to the EMC by the Project Group that created the "Scenario for a Magnitude 6.7 Earthquake on the Seattle Fault". The EMC has continued to receive information about the extreme risk of seismic events on Washington, but the "Seattle Fault" presentation produced a renewed sense of purpose and a focus on the importance of additional disciplines being part of the SSC process.

In closing, The EMC operates as the principal statutory body to advise you on state and local preparedness. It is the hope of the members that we are fulfilling your expectations and needs for the benefit of all of Washington's citizens.

Sincerely,

Thomas A. Green, Chair

# EXECUTIVE SUMMARY

The Emergency Management Council (EMC), created by RCW 38.52.040, is comprised of 17 Governor-appointed individuals representing: city and county governments; sheriffs and police chiefs; Washington State Patrol; the Military Department; the Department of Ecology; state and local fire chiefs; seismic safety experts; state and local emergency management directors; search and rescue volunteers; emergency medical care experts; building officials; and private industry. With the wide spectrum of knowledge and expertise within the EMC, members are able to advise the governor and the director of the Washington Military Department on matters pertaining to state and local emergency management.

Emergencies and disasters are local events first and after they occur, may require the assistance of local and state governments, the private sector, and citizens. Emergency management planning is crucial to reduce or eliminate the effects of disasters and emergencies. The tragic events of September 11, 2001 revealed gaps in our nation's preparedness, response, and recovery capabilities and in Washington State. The emergency needs of Washington State's communities continue to increase and are becoming broader in scope. The EMC is taking steps to assess the level of preparedness of state and local jurisdictions and their ability to respond to and recover from all hazards. The EMC will provide recommendations to improve Washington's ability to mitigate, prepare, respond, and recover from emergencies.

In 2003, the EMC created the Task Force on Local Programs to look at "the state of emergency management" within Washington's counties, cities, and tribal jurisdictions. In addition to being prepared for human-caused disasters and homeland security situations, Washington State can encounter virtually every natural phenomenon except hurricanes. The Task Force completed its assessment in 2004 and found strengths and gaps in local and tribal jurisdictions in their ability to respond to "all hazards." Because of the complex issues of emergency management, the Task Force on Local Programs remains active through a working group further evaluating and refining policy recommendations.

The Task Force on Local Programs reported a series of recommendations to the EMC with the following goals:

- Recommendations for systemic change to improve the statewide system;
- Recommendations for administrative action to strengthen the statewide system;
- Recommendations for legislative action; and
- Immediate next steps.

These areas will be the focus of discussion and action for the full Emergency Management Council for the next eighteen months.

**From the Task Force Report, The EMC identified five priority recommendations to aid in the creation of significant, long-lasting improvements in the statewide emergency management system.**

1. Evaluate the benefits and feasibility of aligning the boundaries of existing Emergency Medical Services Regions, Bio-Terrorism Regions, Fire Mobilization Regions, Law Enforcement Mobilization Regions, and Regional Homeland Security Coordination Districts.

Greater regional alignment may have the potential to better support mutual aid and regional planning and can lead to more coordinated, efficient, and effective disaster response across disciplines.

2. Establish emergency management planning regions for planning, collaborating, coordinating, and sharing information among preparedness and response entities.

Instituting an administrative regional structure that overlays and complements the aligned regional boundaries established in Recommendation 1 will facilitate regional planning, joint training and exercise, and overall collaboration among all disciplines that have disaster preparedness, mitigation, response, or recovery responsibilities in a region.

3. Examine the potential benefits, increased efficiencies of sub-regional operational areas as defined around individual county boundaries, and administered through representative participation as determined by the county and the cities within it.

Establishing area councils that represent preparedness and response entities, including independent county and city programs, can facilitate communication and collaboration. Operational areas can also improve resource sharing and tracking, and maximize local resources.

Creating a single county-level contact organization for the state EMD can streamline communications between local programs and the state.

4. Establish designated local liaisons within the Washington State Emergency Management Division.

Designated local liaisons within EMD will provide local programs with assistance, guidance, and technical expertise, as well as help coordinate collaboration, planning, training, and exercises. Liaisons can also assist local programs with training and education of local elected and appointed officials.

5. Establish a stable state fund and funding source to support emergency planning and mitigation efforts.

A majority of jurisdictions participating in the study report that available funding is inadequate to meet basic requirements. As a result, planning and response efforts are emphasized, while mitigation, training, exercises, and long-term recovery efforts are compromised.

The Revised Code of Washington mandates the Emergency Management Council to provide an annual assessment of statewide emergency preparedness under four emergency management disciplines: Hazard Mitigation, Seismic Safety, Flood Hazards, and Hazardous Materials. In recent reports, the EMC has included Homeland Security/Terrorism. The wide range of knowledge, expertise, and experience of the EMC

members is an asset in addressing the emergency management needs of Washington State.

Working with federal, state, local, and tribal jurisdictions, **Hazard Mitigation** has proven to be effective in reducing the magnitude of many disasters. It is noted that Washington State is subject to virtually every natural hazard except for hurricanes and the state is subject to numerous technological hazards ranging from hazardous material spills to dam failures. Washington State, as of November 2004, was the first state in the nation to complete an "enhanced" state mitigation plan approved by the Federal Emergency Management Administration (FEMA). Information on planning, preparedness, and response is continually evolving and it is important not only for emergency management officials but for the public to be aware of emergency procedures.

The Federal Emergency Management Administration ranks Washington State as number two in the nation for seismic risk based on population vulnerability to earthquake hazards. More than 1,000 earthquakes are recorded annually in Washington, a dozen or more cause shaking and occasional damage. Geological evidence documents prehistoric earthquakes with shocks of magnitude eight or larger. After reviewing the seismic vulnerability in Washington, the **Seismic Safety Committee** was recently reorganized to focus, study, and report to the full council on implementation strategies to reduce seismic hazards.

**Flooding** occurs on both sides of the Cascade Range and flood season can range from mid-fall through spring. The majority of flood damage involves the Puget lowland. However, Eastern Washington is subject to uncommon, but violent flash floods and it is known that fire-damaged watersheds can flood in the years following a fire. The Flood Hazard Committee regularly reviews the progress of the Hazard Mitigation Grant Program in its effort to mitigate flooding and Washington's Department of Ecology in its endeavor to update and digitize all flood hazard maps.

The **Hazardous Materials** program and the State Emergency Response Commission (SERC), a stand alone committee of the EMC, develop and support state, tribal, and local government programs in their efforts to improve emergency procedures for disasters that involve hazardous materials. Under the Emergency Planning & Community Right-to-Know Act, SERC is able to manage facility-specific chemical storage and release information from Washington businesses, and the data collected is useful in identifying and ranking critical infrastructures and key resources within the state. SERC is working to integrate their work with Homeland Security.

The purpose of the EMC Committee on **Homeland Security** is to develop initiatives and recommend statewide strategies that address all hazards as well as threats and acts of terrorism through mitigation, prevention, preparedness, response, and recovery activities. The collective effort in addressing the needs of homeland security involves a wide range of federal, state, and local agencies. This collaboration has created multiple innovative accomplishments and successes that focus on all aspects of the terrorism threat. Through these efforts, Washington State continues to be recognized nationally as a leader in expeditiously implementing Department of Homeland Security programs and introducing innovative approaches to homeland security initiatives.

# THE EMERGENCY MANAGEMENT COUNCIL'S TASK FORCE ON LOCAL PROGRAMS

In 2003, the Washington State Emergency Management Council (EMC) created the Task Force on Local Programs to look at "the state of emergency management" in Washington's counties, cities, and tribes. While the Task Force completed its assessment in 2004, the project remains active through a working group that is further evaluating and refining priority recommendations. The EMC anticipated that the local program study and follow-up would play a significant role in its annual commitment to report to the Governor on statewide emergency preparedness.

The information provided here is summarized from the Task Force's full report, which is available electronically via the EMD website at: www.emd.wa.gov. Hard copies of the report and appendices may be requested by emailing: d.gamboa@emd.wa.gov. In addition, the full task force report reviews state and federal legal authorities and requirements for emergency management programs, examines the significant diversity in the ways local programs are organized, managed, funded and staffed, and discusses emerging trends in emergency management nationwide.

## BACKGROUND OF TASK FORCE STUDY

The EMC chartered the Task Force to: 1) clearly define existing requirements for emergency management in Washington State; 2) examine the current local capability to provide comprehensive emergency management and meet newly identified responsibilities such as counter-terrorism and homeland security planning; 3) identify what local programs require to effectively meet defined responsibilities; and 4) develop recommendations to align local abilities with current and future risks and requirements.

The study was designed to identify both strengths and gaps in local and tribal governments' ability to mitigate, plan for, respond to, and recover from the unique combination of hazards that exists in Washington State—both natural and human-caused. Since September 11, 2001, counter-terrorism and homeland security planning have placed significant new requirements on local emergency management programs. In Washington, these new requirements are being integrated into an existing all-hazards approach to emergency management. In the Task Force report, as in a growing number of local programs, "emergency management" and "all hazards" includes activities related to counter-terrorism and homeland security.

The initial study was funded with federal homeland security grant funds. The grant was crucial in supporting Task Force members and providing staff to carry out the day-to-day work plan in a timely manner. The study was completed on time and with funds remaining. The ongoing follow-up work is not eligible for further federal grant funding, but is considered by the EMC to be a crucial next step and is being supported with staff time of key stakeholders, including the state Emergency Management Division.

**TASK FORCE MEMBERSHIP:** The Task Force was co-chaired by Thurston County Commissioner Diane Oberquell and City of Bridgeport Mayor Steve Jenkins, both voting members of the Emergency Management Council. Other Task Force members included representatives of the state Emergency Management Division, local emergency managers, state Health Department, local public health officials, county and city law enforcement, tribal planners and emergency managers, and the county and city associations. A project team from the Washington State Association of Counties (WSAC) and the Association of Washington Cities (AWC) staffed the Task Force.

**METHODOLOGY:** In mid-2003, the EMC approved a one-year work plan for the Task Force to conduct a comprehensive review of emergency management programs in Washington's counties, cities and tribes. Task Force members developed the findings and recommendations included in the final report after conducting extensive document research, personal interviews, facilitated group discussions, site visits, and surveys of local emergency management programs.

Three survey instruments were developed. One version was designed for counties and cities responsible for providing their own emergency management services, a second was for tribes, and a third, shorter version was for cities that participate in multi-jurisdictional joint programs.

All 39 county programs responded to the survey. In total, these 39 counties are responsible for providing emergency management services to 66 percent of Washington's 6.1 million residents. Of the 87 cities responsible for providing their own citywide emergency management services, 53 responded to the survey, representing an additional 28 percent of the state population. Ten of the 29 federally recognized tribes responded to the survey, representing more than 53 percent of the population of tribal lands. One hundred twenty-eight, or 66 percent, of the 194 cities that are part of a joint local organization for emergency management responded to the shorter survey.

## SUMMARY OF TASK FORCE STUDY

All disasters are local disasters. Local jurisdictions—county and city—and tribes are the first responders and responsible for recovery from natural disasters and human-caused chemical, biological, radiological, nuclear, and explosive accidents or terrorist acts.

Washington State is recognized across the nation for the strength of its emergency management and disaster response, as well as for its recent efforts to prepare for terrorism and other domestic security threats. In Washington, the dedication of individual emergency managers is sustaining current levels of capability in the local programs.

The survey findings and research results of the Task Force study demonstrate, however, that inconsistencies in the statewide system of emergency management impede some local programs' abilities to ensure basic levels of disaster preparedness. Disparities in the organization, staffing, and funding of local programs have led to a patchwork of capable and less-than-capable emergency management programs that compromise effective statewide disaster response.

The survey findings in the Task Force study identify many strengths of emergency management in Washington State, and the challenges that local programs face. The findings correspond directly to the survey responses from the counties, cities, and tribes. The Task Force's recommendations were based on those findings but are not intended to exclude other approaches.

## SURVEY FINDINGS -- LOCAL PROGRAM STRENGTHS

### 1. Local emergency management in Washington State has been strengthened by a growing trend toward professionalization in the discipline.

As emergency management systems nationwide mature, emergency management is increasingly recognized as a vital discipline. While most Washington cities and tribes do not employ a full-time emergency management director, at least 20 counties maintain stand-alone emergency management organizations, and 27 county emergency management directors are able to dedicate more than 90 percent of their time to emergency management responsibilities.

2. Statewide requirements to develop or update hazard identification plans, mitigation plans and comprehensive emergency management plans, as well as the grant funding to meet those requirements, have increased overall planning and preparedness in Washington.

In July 2004, the Federal Emergency Management Agency (FEMA) approved the Washington State Enhanced Hazard Mitigation Plan, making Washington the first state in the nation to complete a federally approved plan. In the past two years, more than 25 counties and 20 cities have developed or updated their Comprehensive Emergency Management Plan (CEMP). More than 45 local programs have completed or are developing a Hazard Identification and Vulnerability Assessment (HIVA).

3. Recurring disasters such as wildland fires and floods in addition to one-time events such as the Nisqually earthquake in 2001 regularly test the readiness and improve the capabilities of local and state emergency management.

While other states such as Florida and California routinely suffer significant disasters, they evaluate and modify their response and recovery capabilities after each event. Washington has achieved and successfully tested its readiness with a relatively small number of major natural disasters.

4. The use of a standardized incident command system for disaster response increases collaboration as well as the consistency and effectiveness of response operations.

Ninety-four percent of city, county and tribal jurisdictions participating in the study reported that they use an Incident Command System (ICS) for disaster response.

5. The recent focus on homeland security has fostered increased regional collaboration.

Since the establishment in 2002 of regional homeland security coordination districts in Washington, all nine regions are participating in planning, training and exercises. Collaboration has increased among counties, cities and tribes within each region. More tribes are participating in regional homeland security planning and are developing emergency management plans consistent with other state and local plans. A significant number of local programs are creating new mutual aid agreements and updating existing agreements with adjoining jurisdictions.

6. Integration of new homeland security responsibilities into the existing statewide emergency management structure has increased cross-discipline coordination and information sharing, while strengthening the all-hazards model for preparedness.

While some states responded to increased requirements for counterterrorism and homeland security planning after the terrorist attacks of September 11, 2001, by creating new state-level departments of homeland security, Washington integrated these new requirements into an already existing all-hazards approach to provide better coordination, minimize duplication of effort, and maximize the efficient use of state and federal funds.

## SURVEY FINDINGS -- LOCAL PROGRAM CHALLENGES

1. While performance standards for emergency management are gaining broader acceptance, the absence of a single standard applied consistently across the state makes it difficult to define baseline capabilities or assess preparedness.

One of the earliest attempts at developing standards for emergency management can be traced back to the Civil Preparedness Guide, published by the U.S. Defense Civil Preparedness Agency – forerunner to FEMA – in 1972. More than 30 years later, no commonly accepted national standards for emergency preparedness exist. As a result, the essential capabilities that every jurisdiction of a particular size should have, or have immediate access to are not understood consistently across the nation.

2. While statewide emergency management in Washington exceeds the preparedness levels of many other states, emergency management and homeland security capabilities at the local level often do not meet the basic needs of local jurisdictions.

Most counties and cities with local emergency management programs have established sufficient planning and response capabilities. However, survey and research results of the Task Force study indicate that most local programs lack the funding to secure necessary training, exercises, facilities, equipment, and staff to adequately mitigate against and fully recover from emergencies or disasters.

3. While most local programs report that state and local laws are sufficient to support local emergency management and anti-terrorism efforts, a lack of procedural compliance and limited enforcement contribute to a patchwork of capable and less-than-capable emergency management programs as well as inconsistencies in disaster preparedness.

Existing state law requires that each political subdivision establish a local emergency management organization or be a member of a joint local organization, appoint a director, develop a comprehensive emergency management plan, and submit an annual program report. However, existing law does little to measure the quality of local programs. State law does not provide a mechanism to enforce the requirements, nor does it clearly define terms such as "local organization" or "director."

4. Disparities in resources for local programs have led to significant inconsistencies in statewide capability and preparedness.

Of the jurisdictions surveyed, those with full-time emergency management directors rate overall preparedness higher than those whose directors are not full-time. Overall preparedness is rated significantly lower in jurisdictions with directors who are able to devote less than 20 percent of their time to emergency management responsibilities.

5. A lack of adequate dedicated support resources available at the state level contributes to lower levels of overall local preparedness; specifically, inadequate capability levels in mitigation and planning, insufficient training and exercises, regional collaboration, and local outreach.

According to EMD staff and local emergency management directors, the short turnaround time and administrative requirements of federal homeland security grants have subsumed other activities at the state EMD. As a result, the department has not been

able to maintain previous levels of assistance and outreach to local emergency management programs. Many local programs report that a state EMD liaison to provide guidance and technical expertise would make a significant positive impact on local preparedness and capabilities.

6. There is a lack of routine communication within and among jurisdictions regarding emergency management requirements, roles, responsibilities, and resources.

At the local level, cities with a population less than 5,000 who are members of a joint local organization with their county are more likely than larger cities to report lower levels of communication with their county. This leads to less small city participation in planning, training, and exercising. Small cities tend to have less confidence in, and satisfaction with, their city's level of overall preparedness. Many jurisdictions identify a need for planning assistance, training and exercise support, sample documents, guidelines, and other technical resources. Many of these resources, however, are available to varying degrees from Washington State EMD, Washington State Emergency Management Association (WSEMA), Municipal Research and Services Center (MRSC) and other sources. While many local programs use this resource sharing, many others are unaware that such resources exist.

7. A lack of consistent emergency management and homeland security education programs for local elected officials has created uncertainty among officials concerning their statutory and operational emergency management responsibilities. Such ambiguities contribute to statewide inconsistencies in funding, resources, and prioritizing of emergency management.

Local governing bodies are an integral part of the statewide system of emergency management in Washington. State law assigns local elected officials the responsibility for emergency management, establishing a local program, and appointing an emergency management director. Nonetheless, approximately two out of every five local programs report lacking an effective way to communicate with their chief elected or appointed official during a disaster. Frequent turnover, limited training, lack of familiarity with state and local regulations, coupled with lack of communication and interaction with their emergency management program leaves some local elected officials ill-equipped to meet responsibilities during an emergency or disaster.

While emergency management training courses for elected officials have been developed jointly by WSEMA, Association of Washington Cities (AWC) and the Washington State Association of Counties (WSAC), no standard approved curriculum exists. The official training offered is not available on an ongoing basis and is further limited by inadequate local funds to support travel and training.

8. Though increasing, the limited collection of local public education programs has left the public largely unaware of its role in emergency preparedness and its responsibilities when a disaster occurs.

According to the EMC's 2004 Annual Assessment, much of the public is still largely unaware of its responsibilities when a disaster occurs. Although Citizen Corps is expanding public awareness and increasing the number of Washington residents trained in neighborhood preparedness, more

education is necessary to reach the majority of people. Only 58 percent of jurisdictions participating in the study have an emergency preparedness public education program. Even fewer have a public information officer.

9. Reliance on funding sources that are sometimes insufficient, inaccessible, or restricted is increasing the administrative requirements for grant management and limiting local programs' ability to effectively maintain adequate disaster preparedness.

In Washington, funding for local programs is complex, due to the large number of funding sources that must be managed. Available funding may fluctuate each year, rendering the process somewhat unpredictable. Managing homeland security costs and funding add to this complexity. The majority of jurisdictions participating in the study report that available funding is inadequate to meet emergency management's needs. As a result, planning and response efforts are emphasized, but mitigation, training, exercises, and long-term recovery efforts become compromised.

Local programs rely largely upon grants and federal dollars, in addition to some state funding. The most common federal grant program is the Emergency Management Performance Grant (EMPG). However, the EMPG requires non-federal matching funds, leaving some small jurisdictions without these grant dollars altogether. Furthermore, there is a real concern that EMPG funding will be reduced nationwide in the near future.

## TASK FORCE RECOMMENDATIONS

The recommendations included in the study reflect the survey results and research findings as well as the analysis and conclusions of the Task Force on Local Programs. They aim to create significant, long-lasting improvement in the system of emergency management in Washington State. The EMC recognizes, however, that achieving systemic change will require greater effort and commitment than simply identifying the recommendations below.

To that end, the follow-up working group recently approved by the EMC will further evaluate the systemic/structural changes embodied in recommendations one through five and will identify specific approaches to implement these priority recommendations. The Task Force believes successful implementation will require an ongoing state-level commitment to local programs, including statewide funding to support disaster preparedness and mitigation, and significant outreach efforts to provide training and education.

The Task Force report includes substantial explanation of each recommendation and identifies some of the considerations that may need to be addressed in pursuing the recommendations.

### THE TASK FORCE IDENTIFIED:

- ▲ Recommendations for systemic change to improve the statewide system
- ▲ Recommendations for administrative action to strengthen the statewide system
- ▲ Recommendations for legislative action
- ▲ Immediate next steps

## RECOMMENDATIONS FOR SYSTEMIC CHANGE

1. Evaluate the benefits and feasibility of aligning the boundaries of existing Emergency Medical Services Regions, Bio-Terrorism Regions, Fire Mobilization Regions, Law Enforcement Mobilization Regions, and Regional Homeland Security Coordination Districts.

Greater regional alignment has the potential to better support mutual aid and regional planning and

can lead to more coordinated, efficient and effective disaster response across disciplines.

### 2. Establish emergency management planning regions for planning, collaborating, coordinating, and sharing information among preparedness and response entities.

Recognizing the benefits of regional coordination, the existing regional homeland security coordination districts have already begun to support the development or update of local plans. Furthermore, these districts are increasing collaboration across disciplines and among local jurisdictions and tribes. Instituting an administrative regional structure that overlays and complements the aligned regional boundaries established in Recommendation 1 will facilitate regional planning, joint training and exercises, and overall collaboration among all disciplines that have disaster preparedness, response, or recovery responsibilities in a region. Establishing this structure as a permanent all-hazard planning entity, independent of homeland security requirements, will insulate its many benefits from the constantly evolving requirements and long-term unpredictability of homeland security funding.

### 3. Examine the potential benefits and increased efficiencies of sub-regional operational areas defined around individual county boundaries and administered through representative participation as determined by the county and the cities within it.

The potential advantages of local, sub-regional operational areas are evident in other states that use this model. Establishing area councils that represent preparedness and response entities, including independent county and city programs, can facilitate communication and collaboration. Operational areas can also improve resource sharing and tracking, and maximize local resources.

Creating a single county-level contact organization for the state EMD can streamline communication between local programs and the state and deliver state support to the local level more efficiently. This improved efficiency becomes critical during a disaster, when time and resources are most valued. This organizational model would create 39 local operational areas with which the EMD would directly communicate, rather than the more than 100 independent local programs that currently operate in Washington.

### 4. Establish designated local liaisons within the Washington State Emergency Management Division.

As in other states, local programs work most effectively when supported by a strong state program. Designated local liaisons within EMD will provide local programs with assistance, guidance and technical expertise, as well as help coordinate collaboration, planning, training, and exercises. Liaisons can also assist local programs with the training and ongoing education of local elected and appointed officials.

### 5. Establish a stable state fund and funding source to support emergency planning and mitigation efforts.

A majority of jurisdictions participating in the study reports that available funding is inadequate to meet basic requirements. As a result, planning and response efforts are emphasized, and mitigation, training, exercises, and long-term recovery efforts are compromised.

Washington should consider how other states fund emergency management. At least 23 states have special funds used to pay for emergency planning and mitigation, among other needs. California funds emergency management services predominantly with state general funds. Florida has implemented an insurance surcharge to partially fund emergency preparedness.

## RECOMMENDATIONS FOR ADMINISTRATIVE ACTION

### 6. Develop and promote an ongoing training program and curriculum for local elected and appointed officials.

Officials who have attended emergency management training in recent years report a greater familiarity with state laws and local ordinances, a better understanding of their local program and its relationship to the statewide structure, and a greater confidence in performing their responsibilities. Local emergency managers with more involved elected and appointed officials report that their local programs receive higher priority and more stable funding. As a result, they are able to maintain higher levels of preparedness than their counterparts.

### 7. Develop adaptive performance guidelines for local emergency management programs.

In its 2003 report, "Drastically Underfunded, Dangerously Unprepared," the Independent Task Force on Emergency Responders recommended that Congress require the Department of Homeland Security and the Department of Health and Human Services to work with state and local agencies to establish standards and guidelines for emergency preparedness. The WSEMA Strategic Plan also includes a goal to develop standards and tools by which local programs can be assessed. The Task Force specified that any successful guideline will be adaptive to unique local needs and situations. Currently, most local programs would not be able to support additional costs of training and meeting guidelines.

### 8. Adopt and implement the Incident Command System (ICS) for disaster response in accordance with the National Incident Management System (NIMS).

Ninety-four percent of jurisdictions participating in the study report using ICS. Beginning October 1, 2004, state and local programs and organizations are required to adopt the National Incident Management System (NIMS) as a condition for federal preparedness assistance. NIMS establish standardized incident management processes, protocols and procedures to improve the coordination and cooperation among functional disciplines, between public and private entities, and across the full spectrum of potential natural disasters and human-caused incidents.

### 9. Review existing mutual aid agreements and evaluate their ability to effectively support disaster response operations.

While many local jurisdictions have mutual aid agreements with other state and local response agencies, many jurisdictions do not, and many more have not been reviewed or updated in recent years. Mutual aid agreements are most effective when they clearly identify current expectations, responsibilities, and liabilities.

### 10. Develop and market guidelines for local emergency management directors, including essential functions, roles and responsibilities, desirable qualifications, and minimum training and performance recommendations.

The introduction of accredited institutions offering individual credentialing and degree programs in emergency management has motivated local programs in Washington to raise the standard for individual capabilities and performance. To achieve a consistent statewide level of preparedness, and to offer the same quality of protection to Washington's residents, emergency management personnel need to have consistent training, skills, job elements, and performance guidelines.

### 11. Develop or update and disseminate sample documents, templates, and guides for emergency management ordinances, plans, agreements, and other helpful resources.

There are excellent resources for local emergency managers and elected officials available through state EMD, Municipal Research and Services Center (MRSC), WSEMA, and other related organizations. However, many of the smaller emergency management programs that need these resources are unaware of their availability or where to find them. This recommendation could be facilitated with designated local liaisons from the EMD as outlined in Recommendation 4.

12. Continue to increase public awareness and participation in emergency preparedness.

The final measure of local emergency management is its readiness to protect lives, preserve property and the environment, and protect public health. Achieving these goals requires a public that is educated about its responsibility when a disaster occurs. Since Citizen Corps began in 2002, nearly 300 Citizen Corps trainers have trained over 6,300 community members in preparedness and all hazards. While these efforts are commendable, continued effort is needed to reach the majority of Washington residents.

## RECOMMENDATIONS FOR LEGISLATIVE ACTION

13. Review state laws governing emergency management. Pursue revisions to update Washington State Administrative Code and Revised Code of Washington.

Title 118-30 of the Washington Administrative Code and Revised Code of Washington Chapter 38.52 outline much of the process of emergency management in Washington. Many of the requirements and processes in current law, however, are unclear, outdated, or no longer the most efficient or effective way to provide emergency management services. State law should be updated to reflect these changes, as well as the significant requirements placed on local agencies and entities by new counterterrorism and homeland security activities. Any such changes to state law should be considered together with any proposed changes resulting from Recommendation 14.

14. Pursue the necessary legislative revisions to codify organizational and other changes resulting from recommendations in this report.

The Task Force anticipates that the first five recommendations for systemic change in this report could dramatically restructure the system of emergency management in Washington. Such restructuring will require codifying these changes in state law to legally establish new and newly aligned emergency management regional boundaries, sub-regional operational areas, and a stable, long-term funding source.

## IMMEDIATE NEXT STEPS

15. Gain approval and endorsement for the recommendations included in the report from the Washington State Emergency Management Council, the Adjutant General, and the Governor's Office.

The Task Force presented its report to the EMC in September, and the EMC formally accepted the report at its November meeting. Since then, the EMC has established a working group to further refine the first five recommendations.

16. Continue the Task Force on Local Programs to oversee the implementation of the recommendations adopted or endorsed by the Washington State Emergency Management Council, the Adjutant General, and the Governor's Office.

17. Prioritize implementation projects and develop detailed work plans. Identify and develop necessary work groups to guide and manage implementation.

18. Report bi-monthly on progress to the Washington State Emergency Management Council.

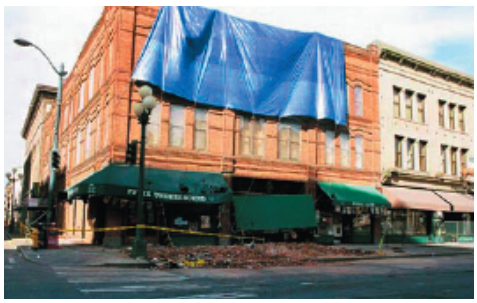
# EMERGENCY MANAGEMENT COUNCIL ASSESSMENT OF STATE-WIDE EMERGENCY PREPAREDNESS

RCW 38.52.040 mandates that the Emergency Management Council (EMC) provide the Governor and Director with an annual assessment of statewide emergency preparedness including, but not limited to, hazard mitigation, seismic safety improvements, flood hazards reduction, and hazardous materials planning and response activities. Homeland Security/Terrorism is now included in the assessment.

## PROGRAM: HAZARD MITIGATION

### HAZARD IDENTIFICATION:

Except for hurricanes, Washington State is subject to virtually every natural hazard including earthquakes, floods, severe storms, tsunamis, and volcanic eruptions. Technological hazards include any non-natural hazard, such as hazardous material spills, dam failures, nuclear power plant accidents, and terrorism. Loss of life and property can occur as the result of any hazard. Mitigation has proven to be effective in reducing the magnitude of these losses.



Federal, state, and local governments work together to mitigate and reduce the effects of natural and technological hazards. With a focus toward mitigation and prevention, the Emergency Management Council (EMC) continues to support and expand the roles of the Committee on Homeland Security (CHS), the Seismic Safety Committee (SSC), and the State Emergency Response Commission (SERC).

### VULNERABILITY ANALYSIS SUMMARY:

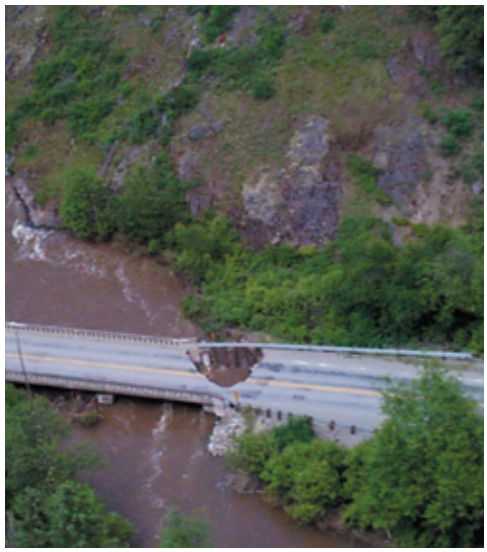
Washington has the second highest seismic risk in the nation. The entire built environment, particularly in the Puget lowland area, is vulnerable to earthquakes and secondary hazards such as landslides and tsunamis. A recent study of the impact of a major earthquake on the Seattle Fault shows that it would kill more than 1,600 people and injure another 24,000, and cause at least $33 billion damage in the Central Puget Sound Region. The Cascadia Subduction Zone off the Washington coast has generated tsunamis similar to the devastating one that struck South Asia in December 2004. The state is home to four of the most dangerous volcanoes in the nation; primarily because of the number of people, the built environment they threaten, and the hazard they pose to aviation and surface transportation. Mount St. Helens currently is in an eruptive phase, while more than 150,000 people live on solidified lahar deposits from previous eruptions of Mount Rainier. While building continues in floodplains, development is more restricted and hazard risk reduced due to critical areas regulations adopted by communities to protect frequently flooded areas under the Growth Management Act.

The bridge seismic retrofit program has not been completed in Western Washington and critical facilities in Eastern Washington are still pending needed work.

### RISK ASSESSMENT:

The risk from the various hazards within the state remains medium to high--depending upon the hazard. Many of the natural hazards in Washington are seasonal, e.g., floods, ice storms, freezing temperatures. Earthquakes occur almost daily; but are seldom of sufficient magnitude to cause major damage.

Failure to address the many hazard issues in Washington, especially the seismic retrofit of the transportation infrastructure, will create major economic impacts to the state when major earthquakes occur.



## PROGRESS / POLICY RECOMMENDATIONS REPORTED TO THE EMC:

Hazard mitigation is a major focus for state and local planners. Such plans were required by November 1, 2004 to keep the state eligible for federal funds to repair public buildings damaged in major disasters, for the state and local jurisdictions to remain eligible for federal hazard mitigation grant funds, and for state and local governments to receive federal funds for fire management activities.

Forty-six local plans have been approved by FEMA to date and another five have received "Pre-Adoption" approval--meaning that FEMA will approve them once the communities submit documents that the plans have been adopted by the local jurisdictions. An additional 10 plans have been reviewed and are being revised by local jurisdictions. As a result of the various hazard mitigation planning efforts under taken by EMD, as of November 2004, approximately 450 participating entities – representing over 80% of the state's population – will be eligible for future mitigation grant funds. The Enhanced State Hazard Mitigation Plan approved by FEMA on July 1, 2004 involves 27 state agencies, including colleges and universities. It was the first enhanced state mitigation plan in the nation, making the state eligible for up to 20 percent of the federal assistance in disasters for the Hazard Mitigation Grant Program, as opposed to 7.5 percent it would be eligible for with a standard state mitigation plan.

Progress is being made on a project to update and digitize flood hazard maps statewide by 2009. The average age of current flood maps is 16 years. Tsunami inundation maps were completed for the Washington coast and the eastern Strait of Juan de Fuca. Essential evacuation maps for those communities are being distributed to tsunami-prone communities. These maps provide general tsunami information specific to their community to include National Weather Radio frequencies that will broadcast tsunami warning and evacuation information in an emergency.

A partnership involving the state, local jurisdictions, Indian tribes, and the National Oceanic and Atmospheric Administration used the National Tsunami Hazard Mitigation Program to develop an all-hazard alert and warning system. This system is being deployed along the ocean coastal areas, on coastal tribal reservations, and in urban areas of Puget Sound. The alert and notification system also covers most of the Puyallup Valley around Mount Rainier to warn citizens of a lahar.

FEMA approved $989,276 for the Hazard Mitigation Grant Program (HMGP) for the October 2003 Severe Storms and floods disaster (DR-WA-1499). These funds are being used for local mitigation planning and property acquisition and elevations in flood-prone areas.

Planning, preparedness, and response information continues to be added to the Washington Emergency Management website. This information is geared toward the general public and local jurisdictions.

# PROGRAM: HOMELAND SECURITY/TERRORISM

The purpose of Emergency Management Council's Committee on Homeland Security and the Homeland Security Program is to develop initiatives and recommend statewide strategies that address all hazards as well as threats and acts of terrorism through mitigation, prevention, preparedness, response, and recovery activities.

## HAZARD IDENTIFICATION:

The multi-faceted terrorist threat includes those posed by chemical and biological agents, radiological materials, nuclear, incendiary and explosive devices, and cyber attacks.

## VULNERABILITY ANALYSIS SUMMARY:

Washington State communities continue to be vulnerable to terrorist activity and attacks directed against individuals as well as highly visible and vulnerable targets such as critical infrastructure facilities, sites, systems, and special events.

Critical facilities, sites, and special events become more appealing to terrorist because of visits by high profile personalities and dignitaries. Major sporting events continue to increase the probability of terrorist targeting. Additionally, national and international meetings and conventions such as the National Governors Association might provide terrorists an excellent environment in which to articulate their cause through violence.

Only with sophisticated methods and well-coordinated and integrated efforts between federal, state and local law enforcement agencies can the source of an attack potentially be identified and tracked. The establishment of the Washington Joint Analytical Center has greatly increased the multi-agency sharing, analysis and rapid dissemination of intelligence to uncover both common criminal activity and potential terrorist threats or attacks.

## RISK ASSESSMENT: HIGH

To successfully counter and respond to terrorist acts, agencies, counties and communities must work closely together on a regional basis to maximize resources and efficiently integrate planning and response. Innovative regional approaches in conjunction with the use of existing processes and methodologies developed for the successful management of all hazards are essential. The plans and systems developed for all-hazard threats and disasters have been incorporated to serve as templates for developing a comprehensive counter-terrorist program.

This collective effort, involving a wide range of federal, state and local agencies, has realized multiple innovative accomplishments and successes that focused on all aspects of the terrorism threat:

- ▲ Roll-out of on-line distance learning initiative for the training and credentialing of law enforcement, fire service, emergency medical service and other emergency responders;
- ▲ Statewide selection, acquisition, and distribution of over $25M in standardized and interoperable equipment though Department of Homeland Security grants;
- ▲ Restructuring of the Committee on Homeland Security and its subcommittees and
- ▲ working groups;

- Mentoring participants of Top Officials (TOPOFF) III exercise;
- Updated State three-year exercise strategy; and
- Development and refinement of long-term state homeland security strategic plan.

Washington State continues to be recognized nationally as a leader in expeditiously implementing Department of Homeland Security programs and introducing innovative homeland security initiatives.

## POLICY RECOMMENDATIONS REPORTED TO THE EMC:

The State's top priorities for enhancing its existing capability for responding to and recovering from Weapons of Mass Destruction incidents continue to be:

- Access to federal intelligence and the ability to analyze and share it with state and local officials on a need-to-know basis.
- Acquisition and integration of resources to enhance the preparedness and response of public health and the healthcare system to include enhancing surveillance systems, training, surge capacity and secure communications.
- Acquisition of resources for statewide integration of exercising, planning, training and equipping first response agencies, to include secure and interoperable communications systems.
- Statewide adoption, integration and compliance with the National Response Plan and the National Incident Management System as mandated by the Department of Homeland Security in Homeland Security Presidential Directive/HSPD-5.
- Statewide integration of the National Preparedness Goals and corresponding priorities as part of Homeland Security Presidential Directive/HSPD-8.
- Identification of critical infrastructure from all critical sectors throughout state.

## PROGRAM: SEISMIC SAFETY

The Seismic Safety Committee reviewed the current seismic vulnerability of Washington State and submitted policy recommendations to the EMC. The committee further continues the development of implementation strategies that will be used by the EMC to bring about recommend funding mechanisms and processes for implementation.

### HAZARD IDENTIFICATION:

FEMA ranks Washington number two in the nation for seismic risk based on population vulnerability to earthquake hazards. Washington has five specific seismic risks:

▲ **Intraplate or Benioff Zone Earthquakes** - Earthquakes that occur in the subducting Juan de Fuca plate from 25 to 100 km deep and are usually strong shakers. The largest recorded was the 1949 M7.1 in Olympia that lasted about 20 seconds. The 2001 M6.8 Nisqually earthquake lasted about 40 seconds. Since 1870 there have been six Puget Sound Basin earthquakes of M6.0 or larger.

▲ **Shallow Crustal Earthquakes** - Usually within about 30 km of the surface, these earthquakes occurred near Bremerton in 1997, Duvall in 1996, Maury Island in 1995, Deming in 1990, North Bend in 1945, north of Portland in 1962, and on the St. Helens' seismic zone in 1981. Washington's largest earthquake, estimated at M7.4, was the 1872 North Cascades earthquake and is thought to have been shallow.

▲ **Subduction Zone (interplate) Earthquakes** - These enormous earthquakes occur along the interface between tectonic plates and affect our south-coast communities. Averaging every 500 years, these earthquakes are approximately M8 – M9+. The last to strike this area was about 300 years ago.

▲ **Volcanic Hazards** - Washington has five major volcanoes: Mt. Baker, Glacier Peak, Mt. Rainier, Mt. St. Helens, and Mt. Adams. More than 200 eruptions have occurred over the past 12,000 years ejecting ash and other material, lava flows, lahars, and debris avalanches. Importantly, intrusions of magma (not eruptions) or steam explosions at the volcanoes may have caused other enormous debris avalanches and lahars. Except for Mt. Adams, all major volcanoes have erupted within the last 250 years. Since they do not erupt at regular intervals, it is difficult to forecast when one might return to an active state. On September 26 Mount Saint Helens exhibited seismic activity that was the start of dome-building eruptions that are continuing as of this writing.

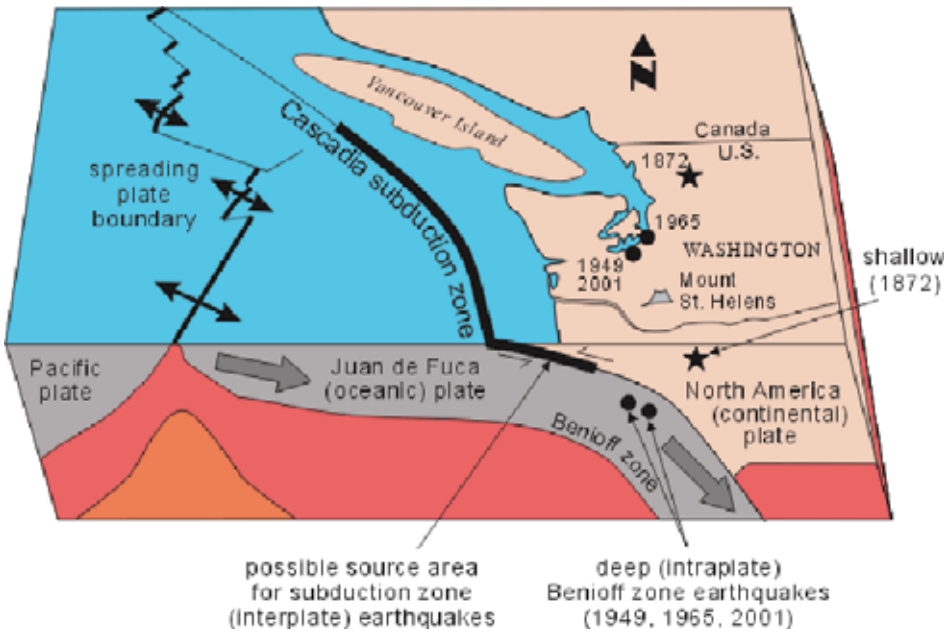
▲ **Tsunami Hazards** – Tsunami hazard assessments were completed in many at-risk communities. Tsunami inundation maps were completed by Washington Department of Natural Resources for Bellingham, Anacortes and Northwest Whidbey Island. Tsunami brochures with evacuation maps were completed for 104 communities and two tribes along the Washington Coast and the Straits of Juan de Fuca in Clallam and Jefferson County.

## VULNERABILITY ANALYSIS:

Washington is vulnerable to many seismic events. The state has historically seen catastrophic tsunamis that can strike lands that directly face the ocean and by the lands that border the Puget Sound area. In addition, our geological history includes great earthquakes with shocks of magnitude 8 or larger. More than 1,000 earthquakes are recorded annually.


## RISK ASSESSMENT: HIGH

Due to increases in population, infrastructure, and construction the next great earthquake is expected to have significant impact in terms of loss of life and to the state's economy. The Earthquake Engineering Research Institute recently published two studies, one on an earthquake on the Seattle Fault and one on the Cascadia Subduction Zone. These studies represent the best documentation to date on the most probable human health and economic damage impacts from earthquakes in Washington.



# PROGRAM: FLOOD HAZARDS

## HAZARD IDENTIFICATION:

In Washington, flooding is the most prevalent natural hazard. Since 1956 flooding was involved in 28 of the 37 presidential-declared disasters. The principal season is mid-fall through mid-winter in western Washington and mid-winter through spring in eastern Washington. The primary threat is from the major rivers that drain the Cascades and Olympic Mountains.

Flooding occurs on both sides of the Cascade Range, but the majority of flood damage involves the Puget lowland. Eastern Washington is subject to uncommon, but violent, flash floods. Fire-damaged watersheds can flood in the years following a fire.

Urban stormwater flooding is becoming a more common occurrence, particularly in the state's more developed areas. High groundwater tables and inadequate urban storm drainage contribute to this problem.

## VULNERABILITY ANALYSIS SUMMARY:

Mt. Vernon, Burlington, and the smaller communities along the Skagit River; Centralia and Chehalis along the Chehalis River; and many smaller rural areas that are along main stem Cascade Range streams, including the Snoqualmie, Snohomish, Stillaguamish, and Nooksack rivers, are the most vulnerable communities.

## RISK ASSESSMENT: HIGH

- ▲ Private properties located in flood hazard areas are continuously at risk.
- ▲ Many of the state's pipelines, highways and rail corridors, must use or cross floodplain areas.

## PROGRESS / POLICY RECOMMENDATIONS REPORTED TO THE EMC:

- ▲ The EMC regularly reviews the progress of the Hazard Mitigation Grant Program's grant awards. Through various federal grant programs directed at mitigation, the State of Washington has acquired and/or elevated more than 600 homes to mitigate flooding; but the need is far greater than the funding.
- ▲ Department of Ecology (DOE) is participating in a FEMA initiative to update and digitize all flood hazard maps statewide by 2009. DOE is working with local communities to determine their mapping needs, establish priorities, and develop a business plan to obtain FEMA funds for the mapping project. The average age of existing flood maps is 16 years. Flood hazard map modernization projects have been initiated in ten counties thus far and assessment efforts have been conducted for the remaining counties.
- ▲ DOE has partnered with EMD to provide $1.5 million per year to local governments to develop and implement plans and projects that reduce flood hazards.
- ▲ DOE has partnered with Washington State Department of Transportation to undertake a major effort to coordinate state activities aimed at flood hazard reduction. These activities include a focused effort on obtaining improved flood mapping that will lead to better identification and avoidance.

# PROGRAM: HAZARDOUS MATERIALS

The purpose of the Emergency Management Council's State Emergency Response Commission (SERC) is to develop and support state, tribal and local government programs to improve emergency planning, preparedness, mitigation, response, and recovery capabilities for disasters that involve hazardous materials. The SERC is also responsible for managing facility-specific chemical storage and release information from Washington businesses under the Emergency Planning & Community Right-to-Know Act, which assists Local Emergency Planning Committee's (LEPC's) in their contingency plans and mitigation efforts. This data is also useful in identifying and ranking critical infrastructures and key resources within the state.

## HAZARD IDENTIFICATION:

Hazardous Materials are located in virtually every community in the state. In urban and suburban environments, they are present in manufacturing processes and storage facilities. They are present in the form of pesticides and herbicides in rural agricultural centers. Finally, they can be located in any area of the state via transportation corridors such as highways, rural routes, navigable waterways and rail systems, and in the form of underground pipelines.

## VULNERABILITY ANALYSIS SUMMARY:

Fixed facilities may pose a threat to the surrounding community with large quantities on site, but they are also likely to have built in safety systems to reduce some of the risk, and they provide opportunity to plan for the effects of an uncontrolled release event.

The uncontrolled release of hazardous materials during transport, whether by pipeline, highway carrier, rail line, water vessel or air, increase the risk due to the unpredictability of both the location of an event and the type of substance released.

Whether fixed facilities or transportation emergencies, hazardous materials incidents can result in death or injury to significant numbers of people, cause the economy of a community or the state to suffer, and cause long term damage to the environment.

A recent incident, which occurred January 26-28, 2005 in Grandview, Washington, exemplifies the potential. At the Wilber Ellis Chemical Plant, a fire forced the evacuation of hundreds of Grandview residents and shut down Interstate 82 for 19 hours, rerouting commercial trucking and commuter traffic to a side road to travel many miles around the site at an untold cost to commerce.

## RISK ASSESSMENT: HIGH

Very large quantities of basic and exotic chemicals are stored and transported inter- and intra-state daily. A significant number of annual emergency responses in Washington State are for hazardous materials events. In addition, methamphetamine drug labs continue to plague the state and produce significant amounts of chemical byproducts. Most of these labs are highly contaminated and require a level B or higher response.

The ready availability and accessibility of large quantities of hazardous materials makes terrorism a very high possibility of a very different and devastating form of a hazardous materials incident. Railroad tank cars have become an increasing concern to domestic security officials worried that terrorists could turn tank cars into lethal weapons.

Due to a lack of strategically placed and coordinated HazMat first response teams in the state, we are hard-pressed to respond effectively to a large, catastrophic chemical release. Local responders are quickly overwhelmed in a large incident, as evidenced in the 1999 Bellingham pipeline rupture and the multiple "white powder" incidents in the fall of 2001.

## PROGRESS/POLICY RECOMMENDATIONS:

Fifteen counties and the Washington State Patrol received an HMEP (Hazardous Materials Emergency Preparedness) grant to support local planning and preparedness projects. EMD and WSP also used the HMEP grant and a Superfund Amendment and Reauthorization Act (SARA) Title III (commonly known as the Emergency Planning & Community Right-to-Know Act (EPCRA)) grant to support hazardous materials responder training.

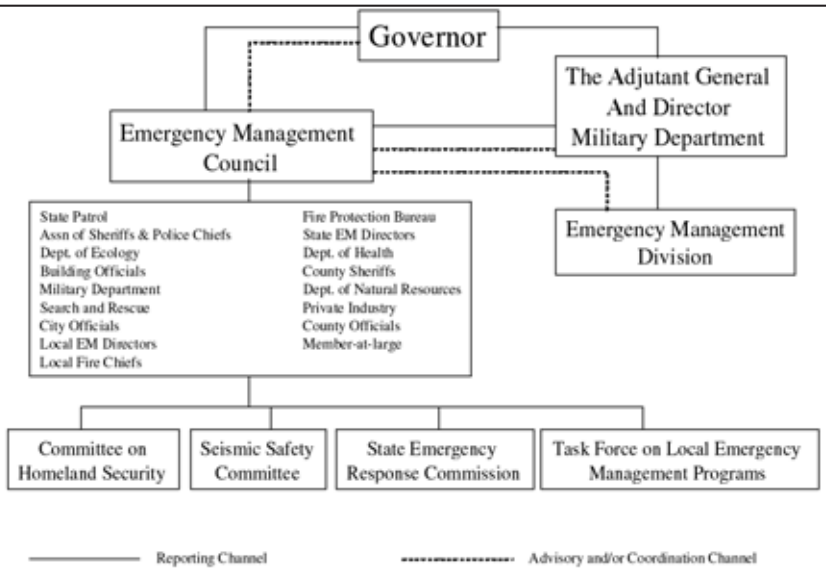
Additional grants include Emergency Management Performance Grants (EMPG) grant to fund the statewide hazmat workshop, the Pacific Northwest HazMat conference, the TERC workshop, WSEMA (Washington State Emergency Management) conference, King County Interoperability Drill, and the South Sound HazMat exercise. In addition, a SARA Title III Tribal grant was obtained to fund two tribal outreach programs and a commodity flow study.

State Homeland Security funds in the amount of $100,000 were allocated to conduct a HazMat response capabilities inventory, and for the contractor to make recommendations on establishing the most cost effective, efficient model for coordinated delivery of statewide regional CBRNE/HazMat first response teams. This study is intended to result in recommended legislation to provide the structure and sustained funding for these regional teams. Developing a regional response capability to efficiently utilize existing resources to provide response capability to the entire state will make our communities more disaster resilient.

Continue to reach out to the tribal communities to either work with their LEPC or form their own LEPC, and to work with the SERC to plan and prepare for hazardous materials incidents. One method to connect with tribal leaders is co-sponsoring a 2-day tribal hazardous materials workshop. The first workshop was held in 2001 and has grown to include 36 tribal members representing 16 tribes in 2005 – a 50% increase over its' humble beginnings. The SERC recommended to the Emergency Management Council that a seat be created on the SERC for native representation, in order to include the native perspective in accomplishing our mission. This recommendation was approved in 2004, and Curt Russell of the Lummi Nation was appointed by a vote of the Tribes represented at the 2005 Tribal HazMat Workshop.

### Additional recommendations identified by the SERC include:

- Too many communities have sedentary LEPCs. Industry participation and local emergency management activism is critical to emergency planning and community preparedness. Inactive LEPCs should be encouraged to re-engage with their communities.
- Hazardous materials commodity flow studies have not been conducted in many communities in the state. Thus, knowledge of the scope of the risk in these areas is significantly compromised. Additional studies should be conducted in areas of the state that do not have hazmat commodity flow studies, or in high-traffic areas that have dated studies.
- Develop a public outreach program, through the use of video and print media, has the potential to help the public become more aware of potential chemical threats. Increased awareness helps the general populace prepare for and respond appropriately in the event of a chemical incident.
- A relatively small number of agencies, mostly fire departments, statewide, provide fully trained and equipped hazardous materials response teams. These teams are not strategically placed and there is not statewide system to coordinate their response (beyond the community they serve) toward a regional benefit. Continue the effort underway to establish regional hazardous materials team with sustainable funding sources.




| REPRESENTING | MEMBER |
|---|---|
| Member-at-Large | Thomas Green, Chair |
| State Emergency Management Directors | Trudy Winterfeld, Vice Chair<br>Director, Cowlitz County Department of Emergency Management |
| Building Officials | Kenneth Korshaven<br>Building Official, City of Lynnwood |
| City Government | Mark Foutch<br>Mayor, City of Olympia |
| County Government | Diane Oberquell<br>Commissioner, Thurston County |
| Department of Ecology | Jay Manning<br>Director, Washington State Department of Ecology |
| Department of Natural Resources | Doug Sutherland<br>Commissioner of Public Lands |
| Local Emergency Management Directors | JoAnn Boggs<br>Director, Pend Oreille County Department of Emergency Management |
| Local Fire Chiefs | Don Bivins<br>Chief, Vancouver Fire Department |
| Medical Officers | Ron Weaver<br>Assistant Secretary, Washington State Department of Health |
| Police Chiefs | Don Pierce<br>Executive Director, Washington Association of Sheriffs and Police Chiefs |
| Private Industry | Robert Zimmerman<br>Senior Manager, Support Operations, Security and Fire Protection,<br>The Boeing Company |
| Search and Rescue | Art Jordan<br>Chairman, Washington State Search and Rescue Volunteers Advisory Committee |
| Sheriffs | Steve Whybark<br>Sheriff, Mason County |
| State Fire Marshal | Samuel Pierre<br>State Fire Marshal, Fire Protection Bureau |
| Washington Military Department | Maj. Gen. Timothy J. Lowenberg<br>Director, Washington Military Department |
| Washington State Patrol | John Batiste<br>Chief, Washington State Patrol |

# WASHINGTON STATE EMERGENCY MANAGEMENT COUNCIL
## STATUTORY AUTHORITY AND RESPONSIBILITIES

**RCW 38.52.040**

### Emergency management council -- Members -- Ad hoc committees -- Function as state emergency response commission -- Rules review.

(1) There is hereby created the emergency management council (hereinafter called the council), to consist of not more than seventeen members who shall be appointed by the governor. The membership of the council shall include, but not be limited to, representatives of city and county governments, sheriffs and police chiefs, the Washington state patrol, the military department, the department of ecology, state and local fire chiefs, seismic safety experts, state and local emergency management directors, search and rescue volunteers, medical professions who have expertise in emergency medical care, building officials, and private industry. The representatives of private industry shall include persons knowledgeable in emergency and hazardous materials management. The council members shall elect a chairman from within the council membership. The members of the council shall serve without compensation, but may be reimbursed for their travel expenses incurred in the performance of their duties in accordance with RCW 43.03.050 and 43.03.060 as now existing or hereafter amended.

(2) The emergency management council shall advise the governor and the director on all matters pertaining to state and local emergency management. The council may appoint such ad hoc committees, subcommittees, and working groups as are required to develop specific recommendations for the improvement of emergency management practices, standards, policies, or procedures. The council shall ensure that the governor receives an annual assessment of statewide emergency preparedness including, but not limited to, specific progress on hazard mitigation and reduction efforts, implementation of seismic safety improvements, reduction of flood hazards, and coordination of hazardous materials planning and response activities. The council or a subcommittee thereof shall periodically convene in special session and serve during those sessions as the state emergency response commission required by P.L. 99-499, the emergency planning and community right-to-know act. When sitting in session as the state emergency response commission, the council shall confine its deliberations to those items specified in federal statutes and state administrative rules governing the coordination of hazardous materials policy. The council shall review administrative rules governing state and local emergency management practices and recommend necessary revisions to the director.

[1995 c 269 § 1202; 1988 c 81 § 18; 1984 c 38 § 5; 1979 ex.s. c 57 § 8; 1975-'76 2nd ex.s. c 34 § 82; 1974 ex.s. c 171 § 6; 1951 c 178 § 5.]

**NOTES:**

**Effective date -- 1995 c 269: See note following RCW 9.94A.850.**
**Part headings not law -- Severability -- 1995 c 269: See notes following RCW 13.40.005.**
**Effective date -- Severability -- 1975-'76 2nd ex.s. c 34: See notes following RCW 2.08.115.**

**WAC 118-30-050**
**WAC 118-30-080**