



STATE OF WASHINGTON  
MILITARY DEPARTMENT  
Camp Murray • Tacoma, Washington 98430-5000

May 25, 2017

**TO:** Jay R. Inslee  
Governor

**FROM:** Bret D. Daugherty, Major General  
The Adjutant General

A handwritten signature in black ink that reads "Bret D. Daugherty".

**SUBJECT:** Emergency Management Council 2016 Annual Report

The Emergency Management Council (EMC) respectfully submits their annual report of statewide emergency preparedness as mandated by RCW 38.52.040.

The attached report is for the period of January through December 2016 and provides the recommendations that target recurring issues in statewide disaster response and recovery. The EMC's report is based on assessments of events and activities for the aforementioned time period and on recommendations from past incidents and reports.

Attachment (1)

cc: Robert Ezelle, Emergency Management Division  
Ronald Averill, Emergency Management Council



## 2016 Report

# Emergency Management Council

# Statewide Emergency Preparedness Annual Report to the Governor



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**Washington State  
Emergency  
Management  
Council**

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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**

May 4, 2017

Dear Governor Inslee:

On behalf of the Emergency Management Council (EMC) members, I am honored to present the 2016 EMC Annual Report on the status of statewide emergency preparedness. The EMC members, constituents, and stakeholders value the opportunity to inform you on the status of emergency management our state over the past two 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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## **Table of Contents**

Letter to the Governor .....	2
Table of Contents .....	4
Introduction .....	5
EMD Whole Community Subcommittee .....	6
Limited English proficient (LEP) populations.....	6
Washington Intrastate Mutual Aid System (WAMAS) .....	6
State Preparedness Report (SPR).....	6
Cascadia Rising 2016 Exercise (CR16).....	7
EMC Subcommittee Annual Reports.....	10
State Emergency Response Commission (SERC) .....	11
Washington Mutual Aid System (WAMAS) Subcommittee.....	12
Emergency Management Advisory Group (EMAG).....	13
Washington State Seismic Safety Committee (SSC).....	15
Infrastructure Resilience Subcommittee (IRSC).....	16
Whole Community Subcommittee (WCS) .....	17

## 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 2016 and is based on assessments of events and activities for that period and on recommendations for past incidents and reports.

Although 2016 did not have the activity levels we experienced with fires and other events or incidents during the previous two years, we experienced several incidents and opportunities that provided the emergency management community a chance to improve our preparedness.

1. **The June 3<sup>rd</sup>, 2016 derailment of rail cars carrying crude oil in Mosier, Oregon.** The incident tested our ability to respond to an oil train incident and provided us with significant lessons learned. The Washington State Department of Ecology deployed assets to support Oregon's response and to prevent oil from impacting the Washington bank of the Columbia. Observations from the response included:
  - a. The weather (lack of wind in one of the windiest spots in the region) was the most significant factor in preventing casualties and widespread damage.
  - b. Contingency planning by the response community and preparation of geographic response plans in the immediate area aided in the response.
  - c. Mutual aid agreements for firefighting and pollution response were activated and resulted in the rapid deployment of supporting resources.



- d. Crude oil fire training exercises conducted by the response community allowed responders to be better prepared.
  - e. Mutual aid between the Washington State Dept. of Ecology and Oregon Dept. of Environmental Quality provided much-needed support to the incident.
  - f. Equipment caching and grant investments decreased response times and provided some of the earliest equipment on scene.
  - g. Protests, activists and angry residents challenged incident security.
  - h. Media and public interest taxed available, trained Public Information and Liaison resources familiar with the Northwest Area Contingency Plan.
  - i. Regional air monitoring resources were stressed beyond capacity due to the Mosier incident and other concurrent incidents in the Northwest.
  - j. The responsible party (Union Pacific) responded with a forward-leaning, proactive and cooperative posture.
  - k. Drones, while not part of the emergency response, were operating in the area and they presented the potential for air safety conflicts.
2. **Whole Community Subcommittee.** In response to changing emphasis in Federal guidance, the EMC established the Whole Community Subcommittee in 2016. The subcommittee seeks to improve integration, implementation, and coordination across the broad emergency management community and to broaden community engagement beyond the traditional government agencies. The subcommittee will identify gaps in policy, operations, resources, and coordination with the intent to potentially remove barriers or impediments to inclusive engagement and decision making for all-hazard preparedness, response, recovery, and mitigation.
  3. **Limited English proficient (LEP) populations.** In response to lessons learned during the fires of 2014 and 2015, the emergency management discipline reassessed messaging and coordination with the LEP community. We initiated engagement directly with LEP populations through community and faith-based organizations, civil legal aid, and ethnic media outlets to ensure that we better serve the needs of these communities before, during, and after disasters.
  4. **Washington Intrastate Mutual Aid System (WAMAS).** Washington State continues to have a very active mutual aid system across the state. Incorporating lessons-learned from incidents in 2014 and 2015, Emergency Management Division (EMD) staff provided training to local jurisdictions and refined guidance documents. In 2017, EMD will begin to conduct facilitated exercises with local partners to ensure familiarity with WAMAS.
  5. **State Preparedness Report (SPR).** To be eligible to receive federal preparedness funds from Federal Emergency Management Agency (FEMA), EMD produces the annual SPR, a self-assessment of the State's current capability levels against FEMA defined core emergency management capabilities. In 2016, the EMD staff conducted nine workshops in partnership with each of the Homeland Security Regions across the state focusing on the 16 response core capabilities. This approach resulted in better identification and



definition of gaps, recent improvements, and provided an overall rating for each core capability's planning, organization, equipment, training, and exercise elements. The regional assessment informed 16 state agency workshops conducted to address all 32 core capabilities. The overall result was an improvement to our methodology and a report that gives the state a better assessment of our capabilities. In the future, we need to continue this effort in order to improve assessment of our ability to respond to disasters in Washington State. While we are making significant progress in assessing statewide preparedness, we still need to improve our assessment of preparation at the local level, particularly our smaller, rural counties.

6. **Cascadia Rising 2016 Exercise (CR16).** This large regional exercise took place between 7-11 June, 2016 and included more than 250 Federal, State, Local, Tribal, and Private Sector organizations representing Washington, Oregon, Idaho, FEMA, the Defense Department, and the Province of British Columbia. The scenario replicated a magnitude 9.0 rupture of the Cascadia Subduction Zone and the subsequent seismic effects to include tsunami and severe damage to the region's infrastructure. The exercise offered participants an opportunity to test their response plans and yielded valuable lessons-learned.

**EXERCISE!**

**EXERCISE!**

**EXERCISE!**

## Cascadia Tribune

TUESDAY - JUNE 7, 2016

# EARTHQUAKE AND TSUNAMI STRIKE

**9.0 magnitude earthquake devastates the region; freeways collapse, thousands feared dead**



The 9.0 earthquake caused multiple fires, and tsunami waves reached miles inland along the central coast of Oregon. Photo credit: Associated Press

- a. Due to severe infrastructure damage, it will take time for a response to build in order to get critically-needed resources flowing to the state.
- b. A significant portion of our society will be inadequately prepared for this event.

- c. Beyond lifesaving needs there will be an urgent need of commodities such as food and water almost immediately after a catastrophic event. Federal estimates exceed 1 million people needing food and water by the 2<sup>nd</sup> day after the event.
- d. Each passing day will increase the number of people needing help and deepen the developing humanitarian impacts.
- e. Aftershocks and cascading impacts from secondary incidents will complicate response, making effective response even more difficult.
- f. We must have responders and commodities flowing into the impacted area almost immediately to provide life-sustaining care and to reassure the public that government is there to help.
- g. The exercise also highlighted significant legal gaps in the Governor's emergency powers to waive or suspend statutory and regulatory obligations during a declared emergency that will be required to support life sustaining care.



All levels of government, non-governmental organizations, volunteer groups, and private industry must plan together to ensure preparedness for a catastrophic event. Beyond planning, investment in resiliency is needed to mitigate against damages to our critical lifeline infrastructure.

As a state, we must not only continue the process to improve our preparedness, planning, responses and recovery capabilities for the emergencies and disasters in our near future, but must invest in our ability to answer the call during a catastrophic event. Significant preparations must occur 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:

- 1) Invest in catastrophic planning to enhance preparedness across the whole community.
- 2) Develop sustainable emergency management funding sources.
- 3) Invest in the recommendations included in Resilient Washington (RW) and RW sub-committee gap analysis.
- 4) Invest in building a more resilient transportation infrastructure as discussed in the Resilient Washington Report.

- 5) Shift our public messaging to the need for them to be prepared and self-sufficient for at least 2 weeks.
- 6) Expand the Washington Restoration/Recovery Framework.
- 7) We need to invigorate and increase the relationship between local government emergency management leaders and their local business counterparts. To mount an effective response to an emergency incident and ensure the community can recover quickly and robustly, requires resources and planning from both the public and private sector. To achieve this, local emergency management needs to develop direct relationships with local chambers and economic development leaders to a degree where government initiates specific measurable objectives to increase the number and quality of their local businesses preparation and recovery plans.





# Washington State Emergency Response Commission (SERC) Report

## Current Status of Subcommittee Work plan:

- Future Direction of Subcommittee to accomplish work plan:
  - We are continuing work on our strategic plan update.
  - Working to improve Hazardous Material Emergency Preparedness (HMEP) Grants to Local Emergency Planning Committees (LEPC) and tribes.



## Report out of issues discussed at last Subcommittee Meeting:

- Training
  - Large scale drill was completed at the Capital Mall.
  - HazMat Workshop at HAMMER facility in the Tri-Cities, March 31 - April 2. Currently there are 104 registered for the workshop.
  - LEPC-Tribal Conference, Chelan, WA, May 16th thru 18<sup>th</sup>.
  - There are a number of other trainings offered thru the Military Department's EMD and Washington State Patrol (WSP) State Fire Marshal's Office that are listed on their websites.
- Emergency Planning and Community Right-to-know Act of 1986 (EPCRA)
  - Tier Two – Emergency & Hazardous Chemical Inventory reports are due March 1<sup>st</sup> each year. As of the morning of 3/1/17 there were ~4300 reports that have been submitted, which is ~88% of those expected. The number of businesses that need to report increases by 100-200 each year. SERC support staff will work with LEPCs on compliance assistance and EPA on potential enforcement action.
  - The SERC will be encouraging LEPCs to engage school districts in their meetings and planning activities.
  - The SERC will be comparing the EMC Charter and current SERC Bylaws to ensure they align.

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

- The SERC is working on a draft update of Chapter 118-40 Washington Administrative Code.

## Date of next meeting:

- 05/16/2017, 1000-1200, at the LEPC-Tribal Conference in Chelan, WA.

## Other Issues:

- Working with EMD to streamline the HMEP Grant process and the communication of the grant status.
- Working with EMD to provide a consistent format for the SERC budget report.



## Washington Mutual Aid System (WAMAS) Subcommittee

### WAMAS Subcommittee Activities

Washington State continues to have a very active Mutual Aid system across the state. EMD staff that support the program continue to offer and provide training to local jurisdictions on how to utilize the system and refine the guidance documents. Fortunately, in 2016 we did not have to use the system, but have worked hard to incorporate the lessons learned from the historic 2014 and 2015 fire seasons.

Significant refinement occurred in applying WAMAS throughout the state in 2016.

- Subcommittee Members at the end of the year are:
  - *Robert Ezelle, Emergency Management Division*
  - *Sean Davis, Franklin County*
  - *Amy Ockerlander, City of Duvall*
  - *Bill Gillespie, Labor and Industry*
  - *Doug Powell, City of Spokane Valley*
- WAMAS Subcommittee members and selected guests met in April to discuss the deployment and operations guide, a new request form, and new training for statewide dissemination.
- Emergency Management staff updated the WAMAS Operations and Deployment Guide with minor changes recommended by the subcommittee in April and distributed for final review prior to endorsement in July.
- The WAMAS Operations and Deployment Guide and statewide WAMAS training was endorsed by the WAMAS Subcommittee 14 July 2016.
- The WAMAS Operations and Deployment Guide was endorsed by the EMC and signed September 1, 2016.



The subcommittee agrees that the need exists to continue the widest dissemination of the Operations and Deployment Guide as well as training local jurisdictions. Subcommittee members agree that once they have conducted training and outreach, that as many towns, cities, and counties as possible need to conduct regular exercise of the system.

Efforts to establish Regional Coordinators continues. EMD staff has begun using the Homeland Security Regional Meetings as a starting point to gain support and further collaboration on the topic. The overall goal is to establish a local emergency manager within a region that will serve as a point of contact for WAMAS requests to reduce the span of coordination and expedite the request process for any requesting jurisdiction.

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

During 2016 the EMAG met 10 times, once every month except for in June due to conflicts with the Cascadia Rising Exercise and October because of other scheduling conflicts. The format for their meetings remains, that when it coincides with the EMC, they hold a 3-hour meeting at Camp Murray. On months when the EMC does not meet, they convene a whole day meeting usually hosted by King County Emergency Management. They have discussed moving the full day meeting to different locations across the state for 2017. The EMAG will conduct the first of these when they hold their December Meeting at the Little Creek Casino near Shelton.

The EMAG had several areas of concentrated focus during 2016. These included:

1. **Emergency Management Assistance Teams (EMAT).** The EMAT issue first became a significant concern during the historic 2014 fire season. Several of the fires directly impacted counties with limited emergency management resources. From this the concept of developing teams that could deploy into an impacted jurisdiction to either supplement their current Emergency Operations Center (EOC) Staffing or even run the EOC was put forth as a possible solution. The EMAG took on this issue and developed the concept of EMAT to provide staffing resources for the impacted jurisdictions. The EMAT concept continues to evolve. To further develop the concept emergency managers from around the state, gathered together during September in Ellensburg to hold a development workshop. EMAG members are in the process of taking the results of that workshop and refining the concept into an operational deployment plan.
2. **Resource Ordering.** During 2015 and 2016 an EMAG sponsored work group with representation from EMD Logistics and local emergency management developed a comprehensive process for making resource requests during emergencies. What they developed centered around a form that could be submitted through multiple medias and a clearly defined process for submitting the form. This form fit the needs of both local and state accountability requirements. The workgroup finalized the form and process for submitting in early spring of 2016, in time with a goal of testing it, during the Cascadia Rising exercise. Both were tested during CR16 successfully. They have since promulgated the system across the state, and made training from EMD staff available on request.
3. **Sustainable Funding.** The EMAG sustainable funding workgroup continues to address and explore options to provide Emergency Management at the state and local level with a source of sustainable funding. In 2016 the group working with the Washington State Emergency Management Association developed several possible options. Unfortunately, with school funding thought to be the major issue before the legislature, they do not expect to make significant gains in 2017. The workgroup continues to work on a long term strategy that will focus on presenting the legislature with the current state of funding and presenting possible options based on the needs of the community.

4. Statewide Catastrophic Incident Planning Team (SCRIPT). After a 6-month hiatus due to membership turn over, with new membership the SCRIPT reengaged in mid-2016. In October, they held a two-day workshop in Ellensburg to work out their Framework for Catastrophic Planning. The Framework hopes to provide local and state agency catastrophic planning with the guidelines they need to do integrated planning across jurisdictional lines. The SCRIPT is working to develop the Framework so it will be ready for presentation at the 2017 Partner's-in-Preparedness Conference in Tacoma.



## Washington State Seismic Safety Committee (SSC)

*Committee Co-Chairs: Dave Norman, Department of Natural Resources  
Robert Ezelle, Emergency Management Division*

### **Committee Representation:**

#### **WA State Agencies:**

*Emergency Management Division  
Department of Natural Resources  
Department of Transportation  
Office of the Superintendent of Public Instruction  
University of Washington, Pacific Northwest Seismic Network*

#### **Federal Partners:**

*Federal Emergency Management Agency  
United States Geological Survey*

#### **Association Stakeholders:**

*Washington Association of Building Officials  
Washington Association of Structural Engineers  
Washington Association of Civil Engineers*

The Washington State Seismic Safety Committee continues to advocate for the implementation of the Resilient Washington State Initiative to lay the groundwork for improving Washington's earthquake and natural hazards resilience. This objective — further refined by consideration of values such as life safety and human health, property protection, economic security, environmental quality, and community continuity — guided the development of the initiative's final report. More than 84 private and public sector experts from across the state contributed to this 2.5-year effort.





## Infrastructure Resilience Subcommittee (IRSC)

The IRSC had its first quarterly meeting on 14 July 2016. The attendees include 9 individuals from private sector critical infrastructure organizations and 12 individuals from public sector emergency management organizations. The discussion focused on defining the IRSC as a non-decision making public-private partnership for information sharing, collaboration and developing approaches to a wide range of hazards to critical infrastructure statewide. Substantive topics that were discussed included:

- Cascadia Rising Exercise Findings for Critical Infrastructure
- Data Collection and Statewide Prioritization Tools
- Public/private Information Exchange
- Data Protection

During the November 2016 meeting, they will focus on private sector capability gaps that relate to critical infrastructure resilience. Once identified, these gaps will drive the discussion for the follow-on meetings through leveraging discussion panels / problem solving sessions focused on specific issues.





## **Whole Community Subcommittee (WCS)**

The **WCS** to the EMC was formed in August 2016. The **WCS** is a forum to collectively address issues that disproportionately impact various functional communities in the state and strengthen the ability of government and non-government organizations and private sector to minimize disproportionate impacts during disasters to those communities across Washington.

Co-chaired by the Department of Health and the Washington State Independent Living Council, the **WCS** is comprised of 22 members from public, private, and non-profit sectors. Members include emergency management and public health partners representing local and tribal governments from both Eastern and Western Washington. Additionally, a 14-member advisory board provides strategic guidance to the **WCS** and forward movement towards goals.

The first meeting of the Subcommittee was held on August 2, 2016. Core items of business for the subcommittee include:

- Identifying policy, operational, resource and coordination gaps
- Synchronizing strategic action
- Sharing best practices with the broader emergency management community, and
- Strengthening collaboration and communication among diverse organizations to promote inclusive emergency planning

During the next meeting, we anticipate to finalize recommendations for **WCS** membership and share lessons learned from partners involved in the recent floods in Baton Rouge, LA.