

HB556

HOUSE COMMITTEE REPORT

(11)

Date Referred: April 14, 1992

FURTHER REFERRALS:

Date of Committee Action: 4/23/92

The FINANCE Committee considered:

HB 556

HOUSE BILL NO. 556

EARTHQUAKE SAFETY PROCEDURES IN SCHOOLS

"An Act relating to earthquake safety plans and procedures in public and private schools; and providing for an effective date."

RECOMMENDATIONS:

be replaced with CS HB 556 (Hes) the same title a new title

have attached amendments(s)

do pass

do not pass

no recommendations

individual recommendations

additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(S): _____ (Dept)

APPROVES PREVIOUS: _____ (Dept/Date)

fiscal impact _____

fiscal note(s) _____

zero fiscal note EDUCATION

zero fiscal note(s) DMVA 4/14/92

SIGNING <u>DO PASS</u>	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<i>Mark Bayee</i> Bayee	X	<i>Eileen P. McKeon</i> ^{McKeon}		✓	
<i>Jan Brown</i> Brown	✓	<i>Mike Navarre</i> ^{NAVARR}		✓	
<i>Ross Kaponen</i> Kaponen	✓	<i>Bob Sharp</i> ^{Sharp}		✓	
<i>Chris Iaculo</i> Iaculo	X	<i>Lorena Macken</i>		✓	
<i>RCAP Phillips</i> Phillips	✓				
<i>Ronald Larson</i> Larson	X				
<i>John Ulmer</i> Ulmer	X				

Mike Navarre ^{NAVARR} *EP Macken*
 CO-CHAIRMAN'S SIGNATURE Macken

FISCAL NOTE

STATE OF ALASKA
1992 LEGISLATIVE SESSION

BILL NO. CS HB 556

Revision Date: 4-14-92
Title: An Act relating to earthquake safety plans and procedures in public and private schools.
Sponsor: Special Committee on Military & Veteran Affairs
Requestor: (H) Finance

Department Affected: Education
BRU: Educational Finance and Support Services
Component: CIP Overhead and associated costs

COMPONENT SERIAL NO.

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Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 93	FY 94	FY 95	FY 96	FY 97	FY 98
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL						
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REVENUE FUND SOURCE:						
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FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER FUND SOURCE:						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year impact: None to the Department of Education

ANALYSIS: (Attach a separate page if necessary.)

Prepared by: Duane Guiley
Division: Educational Finance and Support Services

Phone: 465-2865
Date: 4-14-92

Approved by Commissioner: 
Agency: Education

Jerry Covey
Date: 4-14-92

STATE OF ALASKA
 1992 LEGISLATIVE SESSION

Revision Date: _____ Department Affected: Military & Veterans Affairs
 Title: School Earthquake Safety BRU: Disaster Planning and Control
 Component: Emergency Management Assistance
 Sponsor: House DMVA Committee
 Requestor: House DMVA Committee COMPONENT SERIAL NO.

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EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 93	FY 94	FY 95	FY 96	FY 97	FY 98
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
FUND SOURCE:						

FUNDING: (Thousands of Dollars)

GENERAL FUND	0	0	0	0	0	0
FEDERAL FUNDS						
OTHER						
FUND SOURCE:						
TOTAL						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year impact: zero

ANALYSIS: (Attach a separate page if necessary.) The staff assigned to the earthquake preparedness program will provide the additional assistance and materials to school districts as needed if this bill is enacted. The printed materials supporting this program are available from the federal government, and will not require additional expenses from the state.

Prepared By: Ervin P. Martin, Director Phone: 428-7000
 Division: Alaska Division of Emergency Services Date: 3 March 92
 Approved by Commissioner: *M. Morrison* for Hugh L. Cox III
 Agency: Military & Veterans Affairs Date: 3 March 92

1) This bill would insure that public and private schools have an operational plan in place to react to and respond to earthquakes. This plan could also be used in other disasters, i.e. floods. The costs to the State is minimal.

The funds needed to implement this statute will be used as follows:

- Travel . . . Travel to and from public hearings and/or state board meetings
- Contractual . . . Advertising for public comment on the adoption of proposed regulations
- Supplies . . . Cost of materials to send to districts regarding planning and development of procedures

Note: This fiscal note assumes that the Department of Education is not responsible for enforcing section 14.45.100 as it relates to this bill.

CS FOR HOUSE BILL NO. 556 (HES)

IN THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - SECOND SESSION

BY THE HOUSE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

Offered: 4/14/92

Referred: Finance

Sponsor(s): HOUSE SPECIAL COMMITTEE ON MILITARY AND VETERANS' AFFAIRS

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to earthquake safety plans and procedures in public and private schools;
2 and providing for an effective date."

3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

4 * Section 1. AS 14.14.090 is amended by adding a new paragraph to read:

5 (11) in consultation with the Department of Military and Veterans' Affairs,
6 prescribe the elements of an earthquake emergency plan and earthquake procedures, including
7 building safety, student and staff safety, and a required educational program.

8 *.Sec. 2. AS 14.33 is amended by adding a new section to read:

9 ARTICLE 2. EARTHQUAKE EMERGENCY PLAN AND PROCEDURES.

10 Sec. 14.33.100. REQUIRED EARTHQUAKE EMERGENCY PLAN AND
11 PROCEDURES. (a) The governing body of a district shall provide for and require each public
12 school in the district to establish an earthquake emergency plan and implement emergency
13 earthquake procedures. In this subsection, "district" has the meaning given in AS 14.17.250.

14 (b) The chief administrator of a religious or other private school shall establish an

1 earthquake emergency plan and implement earthquake emergency procedures in the school. The
2 Department of Military and Veterans' Affairs shall cooperate with private schools in providing
3 technical assistance in developing an earthquake emergency program. A religious or other private
4 school is exempt from the requirements of this subsection if the school has an average daily
5 enrollment of less than 50 students in October and February of each school year. A private
6 school exempt under this subsection is encouraged to initiate and conduct earthquake safety
7 emergency drills and to develop plans suitable to the school.

8 * Sec. 3. AS 14.45.100 is amended to read:

9 Sec. 14.45.100. EXEMPTION. A religious or other private school that complies with
10 AS 14.45.100 - 14.45.130 is exempt from other provisions of law and regulations relating to
11 education except law and regulations relating to physical health, fire safety, earthquake
12 emergency plans and procedures, sanitation, immunization, and physical examinations.

13 * Sec. 4. This Act takes effect July 1, 1993.

Alaska State Legislature

House of Representatives

Rep. Ivan, Chair
Rep. Davidson
Rep. Foster
Rep. Gonzales
Rep. Gruenberg
Rep. M.W. Miller
Rep. Parnell



State Capitol
Juneau, Alaska 99801-1182
(907) 465-1527

Special Committee on Military & Veterans Affairs

SECTIONAL ANALYSIS - CS for HOUSE BILL 556 (HES)

SECTION ONE - Amends 14.14.090 (Additional duties of a school board) to prescribe adoption of elements of earthquake preparedness plans in consultation with the Department of Military and Veterans Affairs.

SECTION TWO - Requires each public school within a school district to establish an earthquake emergency plan and to implement emergency earthquake procedures. This section also requires private or religious schools, with enrollments of at least 50 students, to implement plans and procedures. The school district boards, in consultation with the Department of Military and Veterans Affairs, shall adopt regulations to prescribe the plans and procedures.

SECTION THREE - Exempts earthquake plans and procedures from the provisions allowing exemptions for religious or private schools.

SECTION FOUR - Effective date of July 1, 1993.



Federal Emergency Management Agency

Washington, D.C. 20472

February 21, 1992

Mike Webb
Earthquake Program
Alaska Division of Emergency
Services
P.O. Box 5750, Suite B-210
Fort Richardson, AK 99505-5750

Dear Mike:

I am happy to confirm your participation on the Educational Steering Committee of the National Earthquake Hazards Reduction Program (NEHRP). The Federal Emergency Management Agency (FEMA) is establishing this committee to support its responsibility under Public Law 101-614, Section 5 (b)(2), which requires the Director of FEMA to:

[P]repare and execute, in conjunction with the Program agencies, the Department of Education, other Federal agencies, and private sector groups, a comprehensive earthquake education and public awareness program, to include development of materials and their wide dissemination to schools and the general public.

In accord with the 5-Year Plan for NEHRP, the Committee's primary objective is to produce a Plan of Action for a National Earthquake Education Program (NEEP) before the end of this fiscal year (September 30). The Steering Committee will meet on three occasions to direct the design and development of the Action Plan.

We will hold our first meeting on Monday, March 23 (from 8:30 a.m. to 4:30 p.m.), at the Crescent Hotel, 2520 W. Dunlap Avenue (adjacent to I-17) in Phoenix. We reserved lodging for you on the nights of March 21, 22, and 23. If you need to change these accommodations, contact the hotel at (602) 943-8200. We will reimburse you for travel and per diem (see enclosed memo).

The purpose of the March 23 Workshop is to solicit feedback on program vision and planning process from Committee members. Neither the legislation nor the legislative history of P.L. 101-614 provides parameters for a NEEP. The Steering Committee has considerable latitude! At this stage, there are no limitations on the NEEP or the target audiences it may serve.

Here are some questions I'd like the Committee to consider:

How do you envision a National Earthquake Education Program?

What are your views on the planning assumptions and parameters of this project?

What's out there? What are your suggestions for obtaining and compiling information from Federal agencies, States, and professional associations concerning their earthquake education activities?

How might we identify appropriate points of contact within Federal agencies, States, and professional associations?

How might we reach representatives of various groups within the Natural Hazards Research and Applications community to determine their interest/role in this project?

What are your expectations concerning the outcome of the start-up meeting?

Since your travel plans will permit our meeting prior to the March 23 event, I'll be sending along some topics for our March 21 discussion. In both cases, please feel free to call or fax your suggestions.

I look forward to hearing from you.

Sincerely,



Marilyn P. MacCabe, Manager
Earthquake Education Program
(202) 646-2812, 3104 (FAX)

Enclosure

NEHRP 5-Year Plan

Alaska State Legislature

Co-Chair
Health, Education and
Social Services Committee

Resources Committee

Legislative Budget and Audit

Special Committee
on Oil and Gas



Representative Patrick J. Carney

During Session:
State Capitol
P.O. Box V
Juneau, Alaska 99811
(907) 465-2186

During Interim:
P.O. Box 87-1746
Wasilla, Alaska 99667
(907) 373-2518

April 15, 1992

Rodney A. Combellick
Chief, Engineering Geology Section
Division of Geological & Geophysical Surveys
794 University Avenue, Suite 200
Fairbanks, Alaska 99709

Dear Mr. Combellick:

Thank you for your written testimony in support of HB 556. Unfortunately your statement was received today, and HB 556 passed out of the House HESS Committee on Monday, April 13th. Your statement raised points which were not discussed in the HESS committee. I have, therefore, taken the liberty of forwarding your statement to the House Finance Committee, which will hear the bill next, and to Erv Martin of Division of Emergency Services. I am also including a copy in the historical file for the bill.

Again, thank you for taking the time to send us your written comments.

Sincerely,


Representative Patrick J. Carney

pjc/jrm
cc: Erv Martin

Date: April 9, 1992

To: House of Representatives
Health, Education, and Social Services Committee

From: Rod Combellick *Rod Combellick*
Chief, Engineering Geology Section
Division of Geological & Geophysical Surveys
Department of Natural Resources, Fairbanks

Subject: House Bill 556, "An Act relating to earthquake safety plans and procedures in public and private schools"

This is important legislation that would improve earthquake preparedness of one of the segments of our population that is most vulnerable to earthquake casualties-- school children and personnel. In view of the frequent occurrence of major earthquakes in Alaska, we are far behind in basic earthquake education and preparedness. During quiescent times, people naturally forget about the devastating power of earthquakes and neglect to prepare for the future on their own accord. Historic and geologic evidence indicates that major earthquakes are a long-term reality in Alaska and we must continue to prepare for them. Consider how fortunate we were that the great 1964 earthquake occurred at 5:30 in the evening when children were not at school. The severe damage at Government Hill School in Anchorage could have resulted in tragic injuries or death of children and teachers. I don't think we want a situation in which our children are killed or hurt during a future earthquake when knowledge of a few simple procedures could protect them.

There may be some concern that the bill would unnecessarily require earthquake-preparedness procedures to be implemented at schools in areas perceived to be at low risk from earthquakes. I urge the Committee to consider these points:

- 1) All but the farthest northern and western areas of the state are subject to a significant earthquake hazard. Areas of low vulnerability comprise less than 5% of the state's population.
- 2) Few people in these areas don't spend part of their lives in earthquake-prone areas of Alaska or western U.S., either going to school, living in other areas, or just passing through. This bill would result in a population that is better educated and prepared for earthquakes anywhere.
- 3) The bill does not require the program to be identical in all areas; regulations can provide for appropriately scaled-back programs in less vulnerable areas.

I urge you to pass House Bill 556.

DMVA
ALASKA DIVISION OF EMERGENCY SERVICES

Earthquake Safety: Alaska Schools
(HB 556/SB 447)

The State of Alaska is located in the most seismically active region of the nation; Alaska has no mandatory earthquake safety program statewide in our schools, ergo earthquake safety in school districts is without uniformity or standardization, or in many cases does not exist at all. It is inevitable that Alaska will experience more earthquakes and it only makes sense to protect our most valuable resource--our children.

A 1988 survey (by DMVA/ADES) of Alaska school districts revealed illuminating results:

- * 82% return of survey (45 out of 55 school districts);
- * 24 school districts had no written emergency operations plan to deal with disasters, much less earthquakes;
- * 32 school districts did not conduct earthquake drills;
- * 33 school districts requested earthquake awareness training;
- * 23 school districts requested additional assistance including teacher-in-service training.

Our safety objectives are the same for schools as they are for individuals, government agencies and private enterprise. Because schools can only release a student to an authorized parent or guardian, they should be prepared to sustain themselves and take care of students for 72 hours. Additionally, they should be prepared to take care of their injured and dead. Schools should not expect immediate help from emergency responders.

The legislation as originally proposed by this department was very simple and straight forward. The statute would require:
(a) A school building disaster plan; (b) A drop procedure with practices at least once a quarter in elementary schools and at least once a semester in secondary schools; (c) Protective measures to be taken before, during and following an earthquake; (d) A program to ensure that students and, both the certificated and the classified staff are aware of, and properly trained in, the earthquake emergency procedure. Over the past three years, we have developed a training course and materials that accomplishes most of the objectives of this legislation. Based upon our experience, the proposed program can be accomplished

with a minimal outlay of funds by the State, the school districts and the schools.

ADES is the only agency in the State that has a full-time staff (two-persons at this time) with a primary responsibility for earthquake safety and preparedness. The Division's Earthquake Preparedness (EP) Program contracts annually with the Federal Emergency Management Agency (FEMA) for 50/50 matching funds under the National Earthquake Hazard Reduction Program (NEHRP). The State's program is viewed as one of the best in the nation and is frequently used as a model. The Division is represented and plays an active role on a number of regional and national earthquake related boards and committees including education.

Each year, more and more of the EP Program contract has targeted schools. More than 500 teachers and principals have been trained in our 3-hour teacher-in-service programs. Another 120 teachers have received training in "Quake & Shake" graduate course in education that we developed in cooperation with the Anchorage School District. We have put another 200 or more people through portions of this program at meetings, seminars and workshops. This does not even take into consideration the training being done by other preparedness officials and the American Red Cross.

The proposed earthquake safety program for schools is relatively simple to implement and it can save lives. By comparison, the State of New York's school disaster program has very specific and detailed criteria which places a very heavy burden on the school districts. New York's strong legislation was imposed after a major disaster in which nine children lost their lives.

Attached are some materials that you might find interesting:

- * Opinion column, "Taking a Stand: State disaster exercise prepares us for inevitable earthquake" by Maj. Gen. Hugh L. Cox from Anchorage Times of Feb. 24, 1992;
- * Excerpts from "Guidebook for Developing a School Earthquake Safety Program" (FEMA 88);
- * Copy of "Coping with Children's Reactions to Earthquakes and Other Disasters" (FEMA 48);
- * Excerpts from "School Emergency Preparedness" from New York State Disaster Preparedness Commission, October 1991;
- * Letter from FEMA to serve on committee for National Earthquake Education Program.

OPINION

TAKING A STAND

State disaster exercise prepares us for the inevitable earthquake

I'm sure that many people who read this column were living in Alaska in 1964, when we experienced the biggest earthquake on record to ever hit the North American continent. I was living in Anchorage at the time and I will never forget it. But of even more concern to me is that we're overdue for another real shaker. And that leads me to the purpose of this piece which is to tell about an upcoming disaster exercise called Shaker III.

Shaker III is an exercise of our ability to respond to potentially catastrophic earthquakes that have high potential for loss of life and property. When I say "our ability," I'm speaking about local government, business, state and federal agency ability to react to these occurrences.

My department, the Alaska Department of Military and Veterans Affairs (DMVA), that includes Emergency Services, has designed exercise Shaker III to exercise the State of Alaska Emergency Plan, the Federal Response Plan and relevant local government and private sector plans.

Shaker III will begin in early March with notifications to the exercise players that a simulated earthquake of 6.5 on the Richter scale has occurred in Southcentral Alaska and that major damage has occurred on the Kenai Peninsula and surrounding area.

This simulated notification will cause emergency operations centers to be activated in many areas of the state to begin



Hugh L. Cox

disaster assessment and simulated response to loss of life and injury.

Upon notification of the magnitude of the earthquake, the state Emergency Operations Center will be activated by the DMVA's Division of Emergency Services and will be the focal point for state and federal support to local government in coping with the disaster.

The exercise will last for almost three days and the players will respond to requests for assistance while exercising the vital emergency communications capabilities and cataloging available emergency resources.

The bottom line is Shaker III is meant to realistically exercise most levels of emergency response so that we maximize "our" capability to minimize loss of Alaska life and property. It is a preparedness

exercise to make sure we're ready when the real shaker occurs.

It needs to be said that the front line of defense against disasters is local government and its emergency infrastructure. When a disaster occurs, they are the first responders and they are in charge. If the disaster is such that it overwhelms the local capability to cope, then the state will respond upon request with appropriate support. Additionally, there are provisions to bring in federal support if needed, and that is an option that would undoubtedly be exercised in the event of a major earthquake.

You will note that I say "when" the real shaker occurs. There is no doubt as to whether one will occur, just when. John N. Davies, state seismologist for Alaska in an article in the Northern Engineer says: "Approximately 11 percent of the world's earthquakes occur in Alaska." He also notes that of the 10 largest earthquakes in the world since 1904, three have occurred in Alaska. This quote is not meant to alarm but to underline the seriousness of the threat and the potential for serious damage.

Alaskans should be ever-mindful and aware that the potential is high and precaution is advised. But we should be comforted by the mere fact that exercise Shaker III will occur, so that local, state and federal entities are prepared to help and reconstitute needed support infrastructure.

Most people will not even be aware

that Shaker III is taking place. The activity will mostly be confined to the respective emergency operations center from Cordova, to Kodiak, to the Valley, to the Kenai, in the facilities predesignated for emergency response.

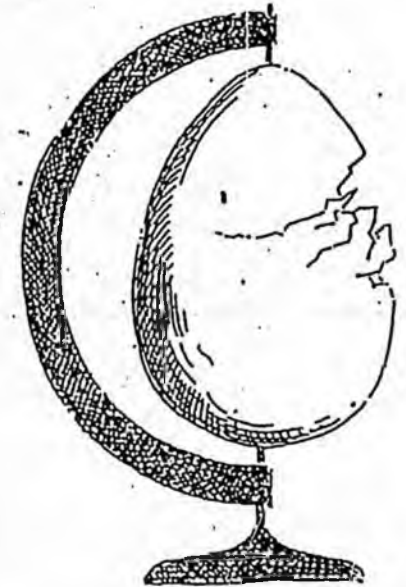
The Anchorage Municipality, Kenai Borough including Seward, Kodiak Borough, Mat-Su Borough and other Emergency Operations Centers, will be beehives of activity as they assess, communicate and simulate response to the scripted events.

The news media is expected to cover the exercise and serve its rightful function in reporting the simulated events of the exercises. So we should not expect to hear sirens blowing and emergency vehicle traffic that would characterize a real event.

The State Emergency Operations Center will likewise be very busy in reacting to requests for whatever assistance may be required.

By Alaskans knowing about Shaker III, my hope is that they will be assured that local authorities and the state are concerned about being prepared for an earthquake of the magnitude of the one in 1964. And by knowing that we are exercising our preparedness, they will be comforted by the fact that we care and we're here to serve.

As a side benefit, it is enhancing the awareness that we are vulnerable and should individually be prepared. Local government offices have reading materi-



als that advise individuals and families on what to do and how to prepare for the consequences of an earthquake.

I commend the reading of those materials to all, because the real shaker is sometime in our future.

Maj. Gen. Hugh L. Cox III is commissioner of the Department of Military and Veterans Affairs. Opinions expressed in Taking a Stand do not necessarily reflect the editorial position of The Anchorage Times.

PLEASE MICROFILM TOP PAGE ONLY

DOCUMENTS WHICH HAVE NOT BEEN
FILMED BUT ARE AVAILABLE IN THE
ORIGINAL FILE INCLUDE:

→ GUIDEBOOK FOR DEVELOPING A SCHOOL EARTHQUAKE
SAFETY PROGRAM BY THE FEDERAL EMERGENCY
MGT AGENCY

→ NEW YORK STATE DISASTER PREPAREDNESS COMMISSION
" SUMMARY OF EMERGENCY PREPAREDNESS ACTIVITIES ... "