

CAPSTONE-14 Building Inspection Framework Workshop #2

March 06, 2013

Tennessee Emergency Management Agency
Nashville, Tennessee

Participants

Michael Amoabeng, DHS S&T	Amir Mirian, TRC Engineering
Chris Bainbridge, TN Codes Enf.	David Nock, Tennessee EMA
Brian Blake, CUSEC	Carol Pedigo, AIA Middle Tennessee
Mike Calvert, CUSEC	Rock Ridenhour, TN Fire Marshal Office
Randall Cooley, Indiana DHS	Brenna Robinson, Tennessee EMA
David Davis, Kentucky EM	Benjamin Ross, Missouri SAVE
John DeWald, TN Fire Marshal Office	Leon Shaifer, NEMA EMAC
Fred Garbler, TN Fire Marshal Office	Jim Smithey, Tennessee SEA
Donna Gray, Mississippi EMA	Jeff Sopel, DHS S&T
Al Hancock, TN Fire Marshal Office	Stephen Snow, TN Fire Marshal Office
Jim Hawkins, Indiana DHS	Mike Waldinger, Illinois AIA
Lisa Mattingly, Illinois CDB	Billy Walker, Tennessee
Melissa Mayo, Alabama EMA	Jim Wilkinson, CUSEC
Donald Minster, Arkansas EM	

Meeting Notes

Welcome and Introductions

Tennessee Emergency Management Agency Director James Bassham welcomed the group to TEMA and called for introductions. CUSEC Director Jim Wilkinson thanked everyone for being present and encouraged the group to be active participants in the building inspector discussions.

Mission Ready Packages

Mike Calvert introduced Leon Shaifer, Senior EMAC Advisor for the National Emergency Management Association. Mr. Shaifer provided a brief overview of the Mission Ready Packages (MRPs) templates that were begun in December 2012 in Louisville, Kentucky. Following a conference call with Indiana DHS, Missouri SAVE Coalition, an Tennessee DOT, CUSEC has completed most of the work for three MRP templates for Building Safety Evaluation Strike Teams (TYPE I, II, & III).

Mr. Shaifer reviewed the contents of the MRPs and how they are integrated into EMAC. He also discussed how States can fill out the MRPs and submit them to EMAC through www.emacweb.org, to be included in the current register of typed resources. Mission Ready Packaging contents include:

Building Safety Evaluation Strike Teams MRP Overview

MISSION		
Type I	Type II	Type III
<p>Conduct RAPID AND DETAILED SAFETY EVALUATIONS OF COMPLEX BUILDING STRUCTURES</p> <p>(> Three stories, irregular building design, soft story construction, critical facilities, etc.)</p> <p><i>May also conduct Safety Evaluations normally done by Type II and III Teams</i></p>	<p>Conduct RAPID AND DETAILED SAFETY EVALUATIONS and assist Type I teams</p> <p>(Non-critical low rise structures up to three stories)</p> <p><i>May also conduct Safety Evaluations normally done by Type III Teams</i></p>	<p>Conduct RAPID SAFETY EVALUATIONS and assist Type I and II teams</p> <p>(Residential single-family wood framed structures; single story buildings of less than 10,000 square feet)</p>
PERSONNEL		
<p style="text-align: center;">2 PERSONS</p> <p style="text-align: center;">1 LICENSED STRUCTURAL ENGINEER OR ARCHITECT with 5 yr. experience in design and/or construction and 1 LICENSED ENGINEER OR ARCHITECT</p>	<p style="text-align: center;">2 PERSONS</p> <p style="text-align: center;">1 LICENSED ENGINEER or ARCHITECT and 1 NON-LICENSED ENGINEER or ARCHITECT or 1 CERTIFIED BUILDING INSPECTOR or CODE OFFICIAL</p>	<p style="text-align: center;">2 PERSONS</p> <p style="text-align: center;">NOTE: AT LEAST 1 LICENSED ENGINEER or ARCHITECT, INTERNATIONAL CODE COUNCIL (ICC) CERTIFIED BUILDING OFFICIAL/INSPECTOR, or NON-LICENSED ENGINEER OR ARCHITECT is preferred for this team</p>
TRAINING		
<p>Required FEMA Emergency Management Institute (EMI) Courses:</p> <ul style="list-style-type: none"> •IS-100 Incident Command System (ICS) •IS-700 National Incident Management System (NIMS) •IS-800 National Response Framework (NRF) <p>Choice of building inspector training:</p> <p>ATC-20 Post Earthquake Safety Evaluation of Buildings <i>and</i> ATC-45 Safety Evaluation of Buildings After Wind Storms and Floods, <i>or one of the following:</i> Missouri SAVE Coalition training, California EMA Safety Assessment Program (CalSAP), <i>or</i> ICC disaster response training for code enforcement officials</p>		

There was brief discussion about credentialing of strike teams. Mr. Shaifer indicated that according to the National Incident Management System, acceptable credentials included State Agency issued ID, State Issued Driver's License, or a U.S. Passport.

Mike Waldinger indicated that in Illinois engineers are technically architects from a licensing standpoint, so the language in the qualifications of the MRP would need to be generic enough to accommodate this. Additionally, the International Code Council (ICC) offers a "When Disaster Strikes Institute" training program that features ATC20/ATC45, National Incident Management System (NIMS), etc. It is for building code enforcement officials who wish to learn how to inspect buildings for damage following a disaster. Mr. Waldinger recommended that the course be added to the list of acceptable training in each of the MRPs.¹ Mr. Waldinger worked with Ben Ross and integrated licensed architects as an option in the Type I MRP template.

Mutual Aid Support System Demonstration

Jeff Sopel, contract support to DHS Science and Technology, gave an overview of the Mutual Aid Support System (MASS). MASS has been developed by Kentucky Emergency Management and DHS to quickly view available resources for state-to-state and in-state emergency support. The goal of MASS is to reduce the time needed to deploy resources under EMAC.

MASS uses a database with EMAC MRP information to show resource availability within a state. MRPs are classified within associated ESF types (Transportation, Public Works, Hazardous Materials, etc.) and can be searched and viewed as such on the MASS base map. Availability is classified as Green (available), Yellow (in transit or other changeable status areas), or Red (unavailable).

Mr. Sopel provided a live demonstration of MASS in three different scenarios, including a New Madrid earthquake scenario. MASS is currently being built, tested, and refined to support the CUSEC-led CAPSTONE-14 exercise (June 2014).

Indiana I-BEAM Response Team

Jim Hawkins, Assistant Director of Fire and Building Code Enforcement, Indiana Department of Homeland Security, gave an overview of the Indiana Building Emergency Assessment and Monitoring Team (I-Beam) Team. I-BEAM's purpose is to assist in the safety assessment of structures following a disaster.

The I-BEAM team originated after the November 2005 F-3 tornado that struck Evansville, IN and subsequent IDHS assistance to Mississippi following Hurricane Katrina. During the response to those events, officials realized the need for an organized response capability for inspecting buildings. The I-BEAM team was formed to provide training, organize building inspector response, and keep records of inspections and damaged buildings. I-BEAM was created under the Indiana DHS

¹ "When Disaster Strikes Institute" is a program of the International Code Council <http://www.iccsafe.org/>

State Fire Marshal's office. Team members include state inspectors and volunteer architects and engineers. Training consists of ATC20/45, CalSAP, and ICC Disaster Response Training.

Currently I-BEAM is a self-sustaining unit, and uses at least 3 trailers to carry command center tents, generators, HVAC units, lighting, etc. I-BEAM State employed inspectors carry go-bags in their State vehicles. Volunteer inspectors are provided go-bags at the response site. I-BEAM exercises their response on an annual basis at the Muscatatuck, Indiana Urban Training Center (MUTC). MUTC is a 1,000 acre facility with 120 training structures of various construction and occupancy type. The structures can be made to look like they have been damaged from flood, wind, earthquakes, etc. and provide a simulated response environment.

CAPSTONE-14 Exercise Planning Discussion

For the benefit of participants who weren't at the December 2012 Building Inspector workshop, CUSEC gave an overview of the CAPSTONE-14. CAPSTONE is a multi-state emergency management exercise based upon a M7.7 New Madrid earthquake scenario. This exercise is scheduled for June 16-20, 2014. It is being held under the direction of the CUSEC Board of Directors, and will seek to improve upon lessons learned from the NLE-2011 exercise. Focus areas include communications, transportation, private sector integration, military support to communities, and more. The building inspector program is intended to be exercised as part of CAPSTONE-14.

The group discussed several topics for CAPSTONE-14 including:

- Building Inspector MRP integration with MASS
- Determining number of inspectors needed for deployment (NMSZ Scenario)
- Conducting Building Inspector Training
- Conducting State/Regional building inspector deployment exercises including:
 - o Simulating "Activation" of State Inspector programs
 - o Exercise to deploy building inspectors in local communities

State Building Inspector Program Discussion

The group discussed various topics of developing a volunteer building inspector program. Brian Blake explained how CUSEC is working to provide a web site with best practices/guidance for States that don't currently have a program in place. At the National Earthquake Program Managers meeting in April 2013, CUSEC will brief on the building inspector program work being done by CUSEC Member States. Many of the topics to be discussed at the present day Nashville meeting have come from Missouri and California programs. TEMA and TN Structural Engineers Association are working together to improve their volunteer inspector program.

EMAC / Volunteer Inspector Liability and Compensation Concerns

Leon Shaifer led a discussion on volunteer inspector liability issues. Mr. Shaifer stated that under EMAC law (Public Law 104-321, 1996)² volunteers authorized and deployed under EMAC would be generally covered for liability concerns through the following language of the law:

“Officers or employees of a party state rendering aid in another state pursuant to this compact shall be considered agents of the Requesting State for tort liability and immunity purposes; and ***no party state or its officers or employees rendering aid in another state pursuant to this compact shall be liable*** on account of any act or omission in good faith on the part of such forces while so engaged or on account of the maintenance or use of any equipment or supplies in connection therewith. Good faith in this article shall not include willful misconduct, gross negligence, or recklessness.”

In order to remain covered under EMAC liability, Mr. Shaifer explained that “officers” must stay within:

- Scope of deployment
- Their own level of training
- Functions described by their mission order

He emphasized that EMAC law only provides coverage/immunity from liability for missions deployed by and through the EMAC system for state-to-state mutual aid purposes.

For workers compensation, death benefits, etc. Mr. Shaifer quoted the law’s language:

“Each party state shall provide for the payment of compensation and death benefits to injured members of the emergency forces of that state and representatives of deceased members of such forces in case such members sustain injuries or are killed while rendering aid pursuant to this compact, ***in the same manner and on the same terms as if the injury or death were sustained within their own state.***”

For instance, if a responder, volunteer, etc. was injured or killed during their work on an EMAC mission assignment, their benefits would be the same as the State which they are normally employed in or deployed out of. This provides “members” assurance that their injury/death benefits would not be lower than their current level of benefit. Mr. Shaifer explained that under EMAC, one’s “Benefits go with them ...”. Similarly, Mr. Shaifer pointed out that under EMAC, the principle of

²EMAC Law available at <http://www.gpo.gov/fdsys/pkg/PLAW-104publ321/pdf/PLAW-104publ321.pdf>

“reciprocity” applies concerning licensure; if deployed to another State, one has the same rights and privileges as in his own State.

The group also discussed Good Samaritan Laws, which are primarily for use when deploying or acting on good faith to help during a time of emergency within one’s own state. Ben Ross with the Missouri S.A.V.E. Coalition recently provided a report by the Non-Profit Risk Management Association that described volunteer and non-profit liability laws for all U.S. states. Each state has some general liability or Good Samaritan law, but it was generally agreed that where possible, a law granting reasonable immunity from liability for Building Inspectors /Post-Disaster Building Evaluators be pursued. Examples of legislation from Missouri and California were provided to the group.

Inspector Recruiting and Retention

Members of cooperating building/design professional associations are expected to be the largest source of volunteers for State building inspector programs. Collectively these groups have the ability to a) perform the work, and b) encourage legislation to enable their existence. The group discussed several professional associations, including local, state, and national groups:

- Association of Code Enforcement Officers
- American Institute of Architects (AIA)
- American Construction Inspectors Association (ACIA)
- American Council of Engineering Companies (ACEC)
- American Society of Civil Engineers (ASCE)
- Earthquake Engineering Research Institute (EERI)
- Fire Marshals Association
- International Code Council - Building Official Council (ICC)
- Society of Professional Engineers (SPE)
- Structural Engineers Association (SEA)

The group also reviewed recertification programs used by Missouri and California.

Inspector Database Demonstration and State Needs

Brian Blake gave an overview of the ATC20 Trained Inspector Database that CUSEC developed several years ago. The database was designed to be used by individual CUSEC States to house inspector information, easily see who had been trained, and maintain a roster of “active” inspectors (who can be deployed during an event).

CUSEC has several states currently using the database, including Arkansas and Illinois, but realizes that the system needs several modifications. After reviewing the database and current capabilities, the group discussed potential modifications:

- Tracking “Recertification Dates”
- Tracking Inspector Qualifications (Inspector type, professional association, etc.)
- Tracking Inspector Training (ATC20, CalSAP, SAVE, ICC, etc.)
- Willingness to be deployed through EMAC

- Method to periodically update contact information, interest level, etc.

Ben Ross gave a live demonstration of the S.A.V.E. Coalition database, which is integrated with the Missouri Dept. of Health volunteer medical reserve database.

Inspector Equipment “Go Kits”

The group discussed the needs for Inspector Equipment “Go Kits” including the needs and contents of the kits, who provides them, where teams keep their kits, and how they are stored/accounted for and maintained. FEMA has provided GPS for some in the past. Having cameras with GPS capability or GPS may become essential for collecting and using building inspection information.

Missouri S.A.V.E. Coalition Go Kit contents were reviewed, and Ben Ross indicated their kits were intended for use by S.A.V.E. Coordinators, not Inspectors. This is something that should be clarified both in the MRP template and in best practice guidance. It was also suggested that an MRP be created for “Strike Team Coordinators” and that Coordinator qualifications should follow NIMS practices of incident management/coordination.

A TN Fire Marshall rep advised that inspectors need to know what information FEMA personnel need and make sure to collect it in the course of post-disaster inspections. Otherwise, a follow-up inspection may be necessary or Federal aid may be delayed or not provided. (This advice may need to be included in ATC 20/45 and other building inspector training.)

Timeline Planning & Next Actions

CUSEC reviewed the CAPSTONE-14 calendar and indicated important upcoming events and milestones:

June 05, 2013	CAPSTONE Initial Planning Conference
Oct. 17, 2013	Great Central U.S. ShakeOut
Dec. 04, 2013	CAPSTONE Mid-Planning Conference
Dec. 05, 2013	Building Inspector Development Workshop # 3
March 04-05, 2014	CAPSTONE Final Planning Conference
June 16-20, 2014	CAPSTONE-14 Multi-State Exercise

Next actions included:

CUSEC

- **Compile list of State Inspector Points of Contacts** (EMA, SEA, etc.)
- **Create Webpage for State/Regional Building Inspector Programs**
- **Distribute Notes, MRP Templates, and PowerPoint files**

States

- **Submit State Building Inspector Points of Contacts** (EMA, SEA, etc.) to CUSEC

- **Submit completed MRPs to EMAC or CUSEC³**
- **Work with State Exercise Officer** to include Building Inspector Program Activities in CAPSTONE-14 exercise planning

ADJOURN

Before the meeting came to a close, Executive Director Wilkinson thanked the group for their active participation during the day, and encouraged everyone to carry the momentum forward throughout the CAPSTONE-14 initiative.

³Completed MRP templates can be sent to EMAC via their website:
http://www.emacweb.org/index.php?option=com_content&view=article&id=280&Itemid=301