

Alaska Seismic Hazards Safety Commission

Report to the Governor and State Legislature March 16, 2007



Concerned residents of Mentasta, Alaska listen to a briefing after on-site surveys by damage investigators immediately following the 2002 Denali fault earthquake. Concern over potential damage from aftershocks and future large earthquakes brought the community together as never before. This was the first earthquake since 1964 after which damage investigation teams in Alaska were sent to survey damage and report their findings. This event also showed the value of having teams previously trained in post-earthquake damage investigation techniques. The usefulness of this information for public information and future earthquake planning is a true example of the value of seismic-risk mitigation efforts. *Photo by John L. Aho.*



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EXECUTIVE SUMMARY

This second report to the Governor and Legislature from the Alaska Seismic Hazards Safety Commission reiterates the priority issues and goals of the Commission and identifies accomplishments since the bill extending the Commission's life was signed on June 16, 2006. The report updates the history and status of the Commission, identifies the current membership as expanded by the recently enacted legislation, lists the accomplishments to date, and updates the Commission's recommendations to improve seismic safety in Alaska.

In September 2006 the Commission held a chartering meeting to provide a formal way of defining its mission, vision, and goals. The resulting Commission Charter provided a clear understanding of its roles and expectations, empowered Commission members, and provided operating guidelines. The Charter is available for viewing on the Commission web site.

During the past year the Commission has requested numerous agencies to give presentations describing their approaches to seismic risk mitigation. These briefings have provided the members of the Commission with opportunities to gain an understanding of current programs and various approaches to seismic risk mitigation, identify areas of concern, and to focus initial mitigation efforts in these areas. These briefings are also available for viewing on the Commission web site.

The past few months of effort have reinforced the Commission's belief that seismic risk mitigation issues can be addressed in an economical way that will result in improving the quality of life and public safety in Alaska. The Commission therefore continues to address the following policy recommendations:

- Structural stability of critical facilities
- Earthquake insurance necessity and availability
- Approaches to seismic risk mitigation in future construction
- Response and recovery practices to mitigate future seismic risk
- Hazard identification and public education

These policy recommendations are currently being addressed through the following standing committees:

- Insurance
- Schools
- Earthquake Scenarios
- Education and Outreach
- Hazards Identification
- Response, Recovery, and Loss Estimation

The Commission has also formed a task group to investigate the use of HAZUS methodology in Alaska. HAZUS-MH (HAZards US for Multiple Hazards) is powerful risk-assessment and loss-estimation software, developed by FEMA, for analyzing potential losses from floods, hurricane winds and earthquakes. In HAZUS-MH, current scientific and engineering knowledge is coupled with the latest geographic information systems (GIS) technology to produce estimates of hazard-related damage before an event, or after a disaster occurs.

White papers have been developed for earthquake insurance and schools seismic safety. Additional papers are being developed in other areas of interest. It is the intent of these papers to provide direction for future efforts of the Commission.

Our basic public-policy goal areas remain unchanged from the 2006 Commission report:

- Education
- Guidance
- Assistance
- Implementation

INTRODUCTION

The Alaska Seismic Hazards Safety Commission (“the Commission”) is charged by statute (AS 44.37.067) to recommend goals and priorities for seismic hazard mitigation to the public and private sectors; recommend policies to the governor and the legislature, including needed research, mapping, and monitoring programs; review the practices for recovery and reconstruction after a major earthquake; recommend improvements to mitigate losses from similar future events; and to gather, analyze, and disseminate information of general interest on seismic hazard mitigation, among other duties to reduce the state’s vulnerability to earthquakes. The Commission consists of eleven members appointed by the Governor from the public and private sectors for three-year terms. It is administered by the Department of Natural Resources, Division of Geological & Geophysical Surveys (DGGS).

Commission members include: A representative from the University of Alaska, three representatives from local government; a representative from the Department of Natural Resources; a representative of the Department of Military and Veterans’ Affairs; a representative from an appropriate federal agency; a representative of the insurance industry; and three members of the public who are experts in the fields of geology, seismology, hydrology, geotechnical engineering, structural engineering, emergency services, or planning. A majority of appointed members (normally six of the eleven positions) constitutes a quorum. The Commission membership elects its own chair and vice-chair. There is no executive director, although DGGS provides administrative, travel, and publication support.

History and status of the Commission

In 2002, the 22nd Alaska Legislature passed, and the Governor signed into law, House Bill 53 establishing the Alaska Seismic Hazards Safety Commission with nine members. The legislation originally placed the Commission in the Office of the Governor, but in January 2003, Governor Murkowski issued Executive Order Number 105 transferring the Commission to the Department of Natural Resources. Governor Murkowski appointed eight members to the Commission in May 2005 and the ninth member in October 2005.

In 2005, the House of Representatives passed House Bill 83 (HB 83) to extend the Commission to June 30, 2008, add tsunami risks to its purview, and provide two additional Commission members representing local government. In 2006, the Senate passed a substitute version of HB 83 including the addition of two local government members but lacking specific mention of tsunamis in the Commission’s powers and duties. The Senate bill extended the Commission through June 30, 2012. The House concurred with the Senate version and Governor Frank Murkowski signed the bill into law at a Commission meeting on June 16, 2006.

The Commission first met on October 28, 2005, at which time it elected a Chair and Vice Chair, listened to briefings from the California Seismic Safety Commission and various state and local agencies in Alaska with responsibilities in earthquake-risk mitigation, and began developing goals and priorities for its activities. There were twelve meetings of the Commission through December 2006, six of which were via teleconference. The Commission published its first report to the governor and legislature on April 18, 2006. A Commission Web site posts basic information about its mission, earthquake risk in Alaska, meeting agendas, minutes, presentations, and appropriate links. The Web site address is:

http://www.dggs.dnr.state.ak.us/seismic_hazards_safety_commission.htm.

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EARTHQUAKE RISK IN ALASKA

Scientists have long recognized that Alaska has more earthquakes than any other region of the United States and is, in fact, one of the most seismically active areas of the world. The second largest earthquake ever recorded shook the heart of southern Alaska on March 27th, 1964, with a magnitude of 9.2 (see figs. 1, 2, and 3). The 1964 earthquake was slightly larger than the magnitude 9.0 Sumatra-Andaman Islands earthquake that devastated northern Sumatra in December 2004 and generated a tsunami that killed more than 280,000 people. The largest on-land earthquake in North America in almost 150 years occurred on the Denali fault in central Alaska on November 3, 2002 (see fig. 4).

Some additional earthquake statistics for Alaska

- Eleven percent of the world's recorded earthquakes have occurred in Alaska (see fig. 5).
- Alaska has more frequent earthquakes than the entire rest of the United States.
- Three of the eight largest earthquakes in the world were in Alaska.
- Seven of the ten largest earthquakes in the United States were in Alaska.



Figure 1. *Destruction of Government Hill School in Anchorage as a result of landsliding triggered by the 1964 earthquake.*



Figure 2. *Collapse of the J.C. Penney building in Anchorage as a result of strong ground shaking during the 1964 earthquake.*

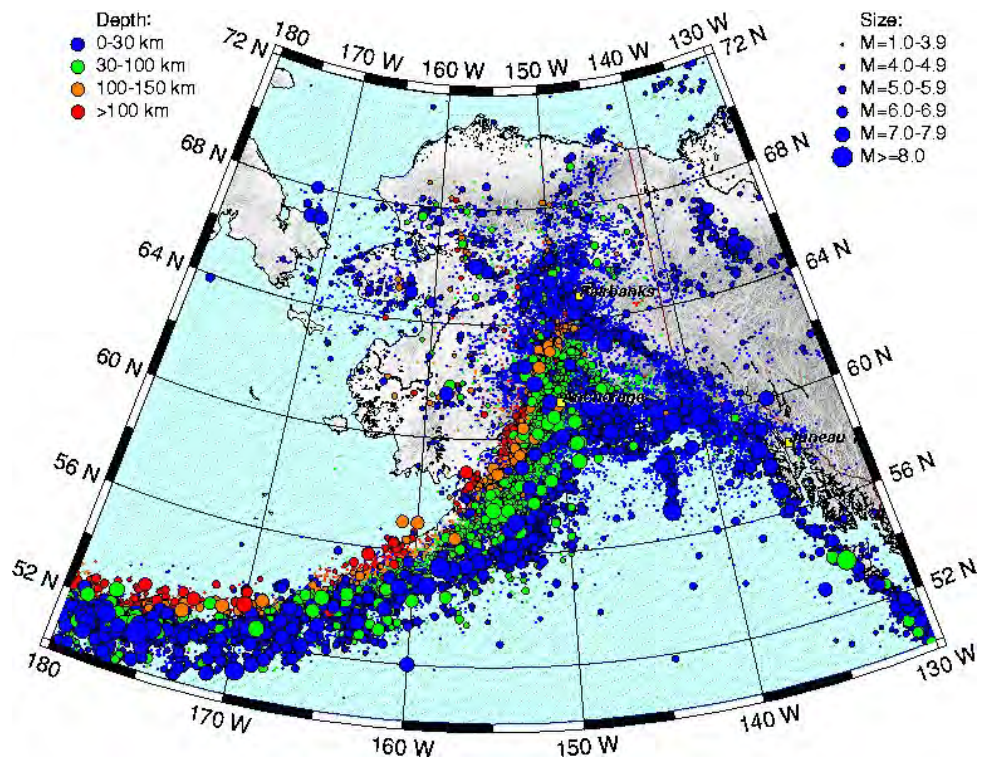


Figure 3. *Tsunami damage in Kodiak resulting from the 1964 earthquake.*



Figure 4. Ground cracking in Mentasta as a result of the 2002 magnitude 7.9 Denali fault earthquake.

Figure 5 (below). All recorded earthquakes in Alaska from 1898 to the present. Symbol size indicates earthquake magnitude and color indicates depth.



Since 1900, Alaska has had an average of:

- One “great” earthquake (magnitude 8) or larger earthquake every 13 years
- One magnitude 7 to 8 earthquake every year.
- Six magnitude 6 to 7 earthquakes per year.
- Forty five magnitude 5 to 6 earthquakes per year.
- Three hundred twenty magnitude 4 to 5 earthquakes per year.
- About 1,000 earthquakes recorded in the state each month.

It is not possible to predict the time and location of the next big earthquake, but the active geology of Alaska guarantees that major damaging earthquakes will continue to occur. Scientists have estimated where large earthquakes are most likely to occur, and the probable levels of ground shaking to be expected throughout the state (fig. 6). With this information, as well as information on soil properties and landslide potential, it is possible to estimate earthquake risks in any given area. It is also possible to estimate the potential for earthquakes to generate tsunamis, and to model the extent to which tsunamis will inundate coastal areas.

Alaska has changed significantly since the damaging 1964 earthquake, and the population has more than doubled. Many new buildings are designed to withstand intense shaking; some older buildings have been reinforced, and development has been discouraged in some particularly hazardous areas. Despite these precautions, and because practices to reduce vulnerability to earthquakes and tsunamis are not applied consistently in regions of high risk, future earthquakes may still cause life-threatening damage to buildings, cause items within buildings to be dangerously tossed about, and disrupt the basic utilities and critical facilities that we take for granted.

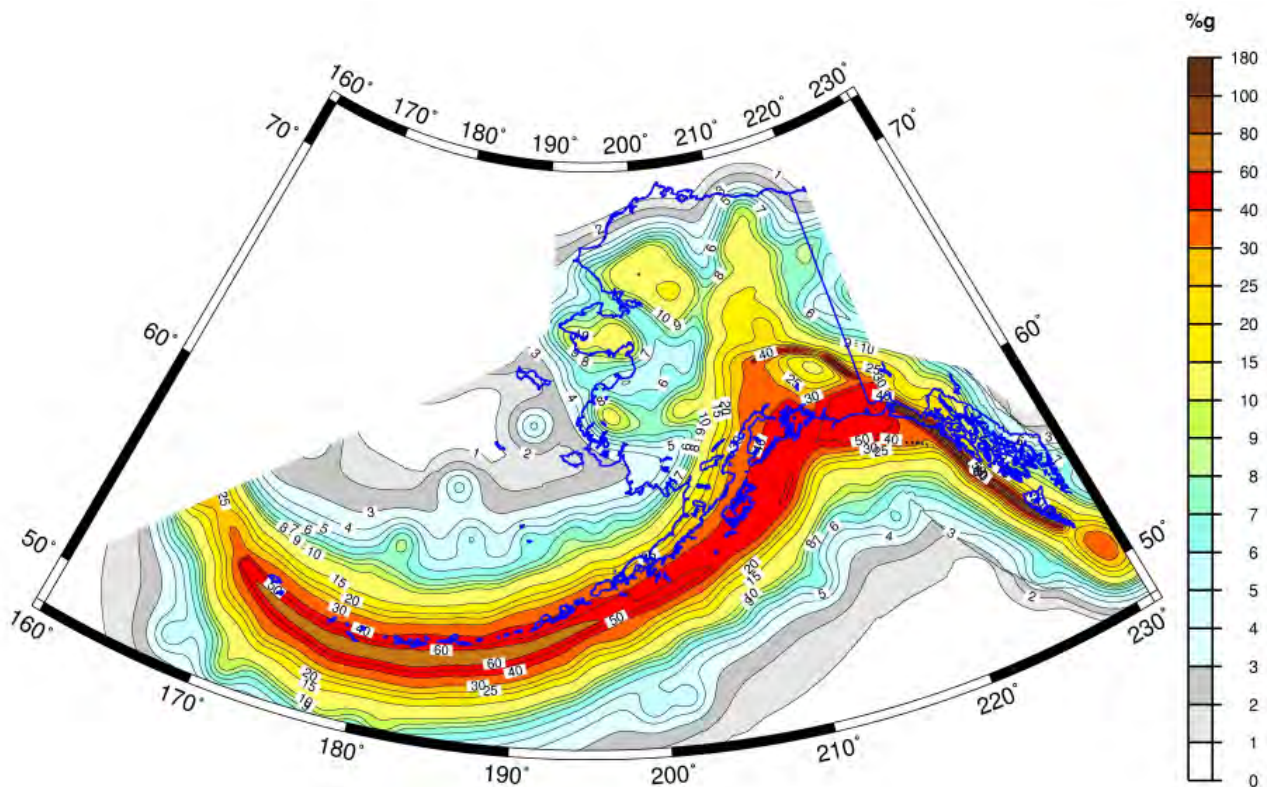


Figure 6. Probabilistic ground-acceleration map for Alaska. Colors depict the peak acceleration that has a 10 percent probability of being exceeded in a 50-year period, with browns and reds being the highest.

The Federal Emergency Management Agency¹ estimates that with the present infrastructure and policies, Alaska will have the second highest average annualized earthquake-loss ratio (ratio of average annual losses to infrastructure) in the country. Reducing those losses requires public commitment to earthquake-conscious siting, design, and construction. The Seismic Hazards Safety Commission is committed to addressing these issues. Earthquake-risk mitigation measures developed by similar boards in other states have prevented hundreds of millions of dollars in losses and significant reductions in casualties when compared to other seismically active areas of the world that do not implement effective mitigation measures. The San Francisco (1989), Northridge (1994) and Nisqually (2001) earthquakes caused comparatively low losses as a result of mitigation measures implemented in those areas. Many of these measures were recommended by the states' seismic safety commissions.

COMMISSION ACCOMPLISHMENTS TO DATE

General

- Developed and posted Commission Web site
- Heard briefings on seismic risk reduction from sixteen external organizations
- Developed and published first annual report to governor and legislature in April 2006
- Developed Charter outlining Commission vision, mission, and values for signature by all members
- Developed Commission Rules of Procedure
- Commission member assisted in getting USCG support for equipment shipments to Chirikof Island for seismic instrumentation

The briefing by the Municipality of Anchorage School District (MOASD), and subsequent interaction with the Commission, resulted in the MOASD decision to offer internet ports for data transmission at schools where seismic instrumentation is located.

Policy Recommendations

- Assess the structural stability of critical facilities
- Address the importance of earthquake insurance
- Address approaches to seismic risk mitigation in future building construction
- Address response and recovery practices to mitigate future seismic risk
- Address hazard identification and public education

Standing Committees are now functional with chairpersons named and members assigned

- Insurance
- Schools
- Earthquake Scenario
- Education and Outreach
- Hazards Identification
- Response, Recovery, and Loss Estimation

White papers generated by Commission members and posted on web site

- School seismic safety
- Earthquake insurance

¹HAZUS 99 Estimated Annualized Earthquake Losses for the United States, Federal Emergency Management Agency Report 366, September 2000.

Resolutions

- Commending U.S. Coast Guard-Kodiak for proactive approach to earthquake risk mitigation
- Commending the City of Kodiak for proactive approach to earthquake risk mitigation
- Requesting 2014 National Conference on Earthquake Engineering be held in Anchorage

Anchorage has been selected for the National Conference on Earthquake Engineering in 2014. This conference is held every four years and will bring over 1,000 people and their families to the city from all over the world.

Presentations by the ASHSC

- Presented Commission membership, goals, and responsibilities to State Emergency Response Commission (SERC) in Juneau (January 19, 2006)

Responses to requests for comments

- Western States Seismic Policy Council – On draft policy recommendation for developing earthquake risk-reduction strategies
- John Katz, Governor’s Office, Washington, D.C. – On performance standards for the Advanced National Seismic System (ANSS)

The letter on ANSS Performance Standards from the ASHSC resulted in Alaska being given the appropriate standards for seismic monitoring which ensures continued progress in seismic hazard research.

Media releases

- New commission tackles earthquake risk (Nov. 1, 2005)
- Release of first report to governor and legislature (April 4, 2006)

ONGOING COMMISSION ACTIVITIES

The Commission continues to meet on a monthly basis. Because of budget limitations, it is anticipated that the meetings will be both telephonic and in-person. There is much to be gained from the synergy generated through face-to-face discussion and interaction. Face-to-face meetings also allows the Commission to have presentations from groups that are currently involved in seismic risk mitigation activities.

Detailed work plans are being developed to address:

- Alaska’s earthquake insurance needs and consider possible approaches to providing affordable earthquake insurance
- Identification of Alaska’s at-risk schools and cost-effective approaches to risk mitigation
- Development of earthquake planning scenarios for Alaska’s urban areas
- Outreach programs to increase awareness of earthquakes and earthquake risk among the general public in Alaska with emphasis on at-risk rural areas
- Response and recovery activities that minimize social disruption and contain long-term social and economic losses
- Hazards identification and their effects on the built environment

The detailed work plans will provide a map for developing useful work products from each committee for future Commission outreach activities.

During 2007 The Commission will also hold a joint meeting with State Emergency Response Committee (SERC) and have a training session on the previously mentioned HAZUS methodology for estimating earthquake risks and future losses.

SEISMIC-RISK ISSUES BEING ADDRESSED BY THE ALASKA SEISMIC HAZARDS SAFETY COMMISSION

The following Issues relating to seismic risk mitigation have served as a guide to developing the path forward for the Commission and for the formation of standing committees.

1. Assessing the Structural Stability of Critical Facilities

Description of the Issue: Some existing critical buildings in the state may not be constructed in a manner to withstand future earthquake and tsunami events. A specific concern is school buildings. Hospitals, clinics, and fire, rescue and police stations across the state are also vulnerable to failure. Also at possible risk are large Federal, State and private complexes such as military bases, Coast Guard stations, airports, college campuses, harbors, power-generating stations, communication centers, water and waste-water treatment facilities, jails and detention facilities, pipelines, and highways and bridges.

Importance of the Issue: If attention is not brought to bear on this issue before an earthquake or tsunami, communities in the State could see massive structural failure of important community facilities, resulting in human casualties, economic loss, and environmental damage. Furthermore, Alaska's remote nature and extreme weather conditions can cause delays in response efforts and put displaced building occupants at severe risk from exposure. Adequate preparedness is imperative to timely rapid response and recovery from a significant seismic event.

Benefits of Addressing the Issue: Some private and public entities have taken important steps to improve the seismic resistance of key facilities and infrastructure. For example, prior to constructing the Trans-Alaska Pipeline System, Alyeska hired geologists and engineers to specifically address seismic hazards—the resulting design and earthquake-resistant construction prevented the loss of any oil during the M7.9 Denali fault earthquake of November 3, 2002. The Alaska Department of Transportation and Public Facilities is undertaking a seismic retrofit program for State owned bridges, and is focusing on upgrading bridges that provide critical access to communities. Some boroughs and cities across the State have taken the initiative to identify and begin retrofitting seismically vulnerable school buildings and other essential facilities.

Despite the recency of most construction in Alaska and implementation of modern building codes, many buildings and key infrastructure remain vulnerable due to proximity to seismic hazards, some of which are known and others of which are poorly understood. Building codes continue to change and have been significantly upgraded in the period between 1976 and 1997. The Federal Emergency Management Agency (FEMA) and earthquake consortia such as the Cascadia Regional Earthquake Workgroup (CREW) in the Pacific Northwest, have long recognized that addressing the problems prior to a catastrophic event can have long-standing benefits in the future. However, building codes are often inadequately implemented and recommendations of advisory bodies are often ignored.

How the Commission Can/Will Address the Issue: The Commission will encourage mitigation efforts by presenting information about earthquake hazards and risk and suggesting approaches to addressing the

strengthening of at-risk critical facilities. Public education must include the correct mix of information on potential damage and suggestions of effective actions to be taken.

2. Address the Importance of Earthquake Insurance

Description of the Issue: Catastrophic natural perils, particularly earthquakes, are unpredictable, relatively infrequent, and can be financially disastrous. Earthquake risk is especially difficult to insure against because insurers are unable to accumulate adequate reserves for such high severity, low frequency losses.

Importance of the Issue: Insurers are unwilling to provide insurance in a market where premium rates are inadequate to create the reserves necessary to pay for damages in the event of a major earthquake. This can create a severe deficiency in availability of insurance as existing insurers withdraw from the market and new insurers are unwilling to enter.

Benefits of Addressing the Issue: Improved pre-loss mitigation efforts, such as retrofitting existing structures; emergency planning to speed post-loss recovery; and actuarially sound earthquake insurance rates encourage additional insurers to enter the market. This in turn improves availability of insurance products and results in more competitive premiums.

How the Commission Can/Will Address the Issue: The Commission can encourage development of public-private partnerships that provide education and mitigate the potential impact of future events. We will examine the seismic-hazard information needs of the insurance industry and provide recommendations for improvement.

3. Approaches to Seismic Risk Mitigation in Future Building Construction

Description of the Issue: Sustainable development entails maintaining environmental quality, improving a community's quality of life, and fostering social equity while maintaining a healthy economy. Therefore, sustainable development includes incorporating disaster resilience and mitigation into a community's decisions and actions. Building codes normally have a performance goal of life safety, which is considered a minimum safety level, but are typically the maximum level to which buildings are designed. Codes do not appropriately address the effects of ground failure, ground shaking amplification, or provide guidance to designers and construction contractors.

Importance of the Issue: Communities need to know the potential earthquake risk and impacts at a structure site and should implement appropriate standards to mitigate the identified risk so new buildings are not subjected to the effects of massive ground failure and strong ground shaking.

Benefits of Addressing the Issue: The results of addressing the issue are more effective mitigation and an assurance that countermeasures are not only adequate but the cost of implementation is not prohibitive.

How the Commission Can/Will Address the Issue: The Commission will encourage continued Federal, State, and private partnerships in updating ground failure susceptibility mapping of Anchorage, ground shaking characterization in high-risk Alaskan communities, and determination of structural response of buildings and bridges. We will work with the technical community and the construction industry to inform, educate and work with communities to provide guidance to improve building and land-use codes.

4. Response and Recovery Practices to Mitigate Future Seismic Risk

Description of the Issue: Communities don't have a good understanding of the costs and resources needed for response and recovery. First responders to a damaging earthquake in one of Alaska's major cities will be overwhelmed in the initial hours following the event. Damage to transportation systems will make movement of people and goods difficult. Demand for emergency shelter, food, and water will strain a communities' resources. Disruptions to lifeline systems will complicate recovery.

Importance of the Issue: An understanding of response and recovery issues is critical to assessing the impacts to State and local resources.

Benefits of Addressing the Issue: Implementing effective response and recovery practices will reduce economic and social costs of recovery and will help mitigate risks from future events.

How the Commission Can/Will Address the Issue: The Commission will promote and assist in the development and use of "earthquake scenarios" to define the impact of future damaging earthquakes and will communicate lessons learned from past events to provide guidance to communities on recovery planning and preparation.

5. Hazard Identification and Public Education

Description of the Issue: A damaging earthquake has not affected a major population region in Alaska since 1964. The majority of the population is unaware of the consequences of a major seismic event. The 2002 Denali fault earthquake resulted in relatively minor damage to smaller rural communities but had little effect in larger communities such as Anchorage and Fairbanks. It was evident, during damage assessment evaluations after the Denali fault event, that the residents of the smaller at-risk communities had little understanding of the earthquake hazard, had not implemented measures to mitigate damage, and were unprepared to respond to the consequences of damage. It is important that the population of Alaska be aware of the earthquake hazard and be informed of the measures that can be taken to mitigate risk.

Importance of the Issue: There is a high probability that Alaskans will experience the results of a damaging earthquake in the future. All Alaskans will be better prepared to take measures ahead of time to reduce losses and casualties and to respond to the event if they are informed of, and truly understand, the hazard and the resultant risk.

Benefits of Addressing the Issue: An educated public has a greater potential of responding appropriately before, during, and after a damaging earthquake. Improved knowledge and public awareness of hazard and risk can change behavior and lead to more cost-effective mitigation.

How the Commission Can/Will Address the Issue: The Commission will examine the need for greater public investment in identification and assessment of earthquake hazards, and the most effective ways of communicating this information to the public. The Commission will examine and promote the concept of seismic resilience of communities, addressing reduced failure probabilities, reduced consequences of failure, and reduced time to recovery..

6. Recommended Public-policy Goals of the Commission

- a. Education
 - Develop an effective public education and outreach program.
 - Convey scientific and technical information from credible authorities.
 - Communicate information in a manner that is understandable by the public.
- b. Guidance
 - Provide advice on seismic risk mitigation and recommend policies to improve preparedness.
 - Recommend goals and priorities for risk mitigation to public and private sectors.
 - Recommend needed research, mapping, and monitoring programs.
 - Offer advice on coordinating disaster preparedness and seismic risk mitigation.
- c. Assistance
 - Review seismic and tsunami hazard notifications and recommend appropriate response.
 - Review predictions and warnings and suggest appropriate responses.
- d. Implementation
 - Establish and maintain working relationships with other private and public agencies.
 - Gather, analyze, and disseminate information.
 - Conduct public hearings.
 - Appoint committees from Commission membership and/or external advisory committees to address risk mitigation issues.
 - Accept grants, contributions, and appropriations.

This publication was released by the Department of Natural Resources. Its purpose is to report the findings and recommendations of the Alaska Seismic Hazards Safety Commission to the Governor and to the Legislature of Alaska. It was printed at the Division of Geological & Geophysical Surveys office in Fairbanks, Alaska. This publication is required by AS 44.37.067.