

**United States Department of the Interior
U.S. Geological Survey**

Report on the CONCERT/ASPRS Workshop

**Earth Science Information and GIS
Technology in Emergency Management**

Conducted June 14, 1994

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Open-File Report 95-480

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Menlo Park, California

1995

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Report on the CONCERT/ASPRS Workshop

Earth Science Information and GIS Technology in Emergency Management

Conducted June 14, 1994

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INTRODUCTION

GIS shows promise of becoming an indispensable tool for emergency managers confronted with allocating resources and managing emergency response, recovery and mitigation operations. Following the recent Northridge earthquake, GIS and earth science information were used in responding to a catastrophic earthquake as never before. This experience emphasized both the utility of this technology and information, and the need to integrate them into emergency management operations in a more utilitarian way. Accordingly, the Coordinating Organization for Northern California Earthquake Research and Technology (CONCERT) and the American Society of Photogrammetry and Remote Sensing (ASPRS) sponsored a one-day workshop titled "Application of Earth Science Information and GIS Technology to Emergency Management". It was held at the U.S. Geological Survey (USGS) headquarters in Menlo Park, on June 14, 1994. The purpose of this workshop was to convene a multidisciplinary group to focus on the application and use of GIS technology to translate and transfer earth science information to emergency managers, with emphasis on problems and issues particular to the Bay Area. Objectives of the workshop were (1) to develop a network of GIS and earth science information resources and points of contact for people working on the associated problems, (2) to identify critical digital data layers needed before the next large Bay Area earthquake, (3) to identify critical information gaps and strategies for developing needed information and (4) to propose a model structure for blending GIS technology and earth science information with emergency management operations.

A broad representation of agencies and institutions concerned with the major workshop themes was apparent. 94 attendees representing 26 agencies and institutions participated, demonstrating a substantial interest in creating systems and linkages, both technological and organizational, that will allow the effective application of earth science information to emergency management in the greater San Francisco Bay region. A roster of attendees, their affiliations and points of contact, are tabulated in Appendix A to this report.

The workshop agenda was as follows:

AGENDA

| | | |
|-------------|-------------------------------------|-----------------------|
| 0815 - 0845 | * Opening Remarks | Carl Mortensen (USGS) |
| 0845 - 0905 | * The Bay Region Database (BARD) | Liz Wegenka (USGS) |

¹ Now with US Forest Service, Salt Lake City, Utah

| | | |
|-------------|--|------------------------------------|
| 0905 - 0925 | * What's available in the Bay Area now | Jeanne Perkins (ABAG) |
| 0925 - 0945 | * How to put it all together | Ron Eguchi (EQE) |
| 0945 - 1015 | * Discussion | |
| 1015 - 1030 | Break | |
| 1030 - 1050 | * Strong Ground Motion | Bill Joyner (USGS) |
| 1050 - 1110 | * Mapping Geologic Hazards of the Bay Area | Carl Wentworth (USGS) |
| 1110 - 1130 | * Damage Estimation | Stephanie King (Stanford) |
| 1130 - 1200 | * Real Time Seismology | Lind Gee (UC Berkeley) |
| 1200 - 1300 | Lunch | |
| 1300 - 1330 | * Discussion | |
| 1330 - 1350 | * Response & Recovery | Rich Eisner (OES) |
| 1350 - 1410 | * Recovery & Mitigation | Jim Buika (FEMA)/Ed Bortugno (OES) |
| 1410 - 1430 | * GIS Applications | Dave Kehrlein (OES) |
| 1430 - 1445 | * National GIS Resources | Paul Bryant (FEMA) |
| 1445 - 1530 | * Discussion/Wrap-up | |
| 1500 - 1600 | Optional tour of GIS Lab/ESIC | |

All of the talks ended with a lively discussion period, reflecting the high level of interest and relevance of the workshop topics.

SUMMARIES OF PRESENTATIONS

The Bay Region Database (BARD)

Liz Wegenka (USGS)

Elizabeth Wegenka of the USGS, National Mapping Division (NMD), lead the technical presentations with a description of the Bay Area Region Database (BARD), maintained in the USGS, NMD GIS laboratory. She noted that BARD presently consists of Digital Line Graphs (DLG's) at 1:100,000 scale. Also included are layers of land use with cultural features, gravity points, and epicenters of earthquakes greater than M=2.0 through the period ending August 7, 1992. Future plans include the addition of results from the SF Bay and Delta Ecosystem study. 1:24,000 DLG's will also be added as they become available in digital form. Elizabeth also described plans to make BARD files available via the Internet.

What's available in the Bay Area now

Jeanne Perkins (ABAG)

The Association of Bay Area Governments (ABAG) has maintained and distributed digital, spatial databases of the SF Bay region for almost 20 years. Among other products, ABAG has produced damage estimation summaries for scenario earthquakes, including estimated damage for different structure categories. Application of these techniques to actual damages from the Loma Prieta earthquake revealed inconsistencies between the intensity models and damage distribution, indicating a need to calibrate and revise the models, and/or more accurately catalogue and characterize existing building stock and infrastructure (Perkins, 1992). ABAG databases also include information on hazardous material spills following Loma Prieta.

Currently ABAG is inventorying housing stock, by address, throughout the Bay Area, including mobile homes, units in unreinforced masonry (URM) buildings (estimated to number some 25,000 dwelling units), and units in buildings over three stories. The latter work is prompted by the large number of three-story housing units that collapsed during the Northridge earthquake. This information will be used to improve damage estimation scenarios.

Among particular technical problems, Jeanne noted that the commonly used TIGER files contain positional errors of up to 300 meters. She noted that these errors should be taken into account when interpreting various maps and spatial databases that rely on TIGER information. This can be generalized to an admonition that any spatial data set must be geographically registered and validated against ground truth. Jeanne provided a handout that listed the various data layers made available by ABAG, including information and data for some 100 cities and the nine Bay Area counties. Maps should be available over the Internet in 1995.

How to put it all together

Ron Eguchi (EQE)

Ron Eguchi of EQE, International, described EQE's Early Post Earthquake Damage Assessment Tool (EPEDAT), which was developed principally with OES and USGS funding. Parts of the EPEDAT system for damage estimation were successfully employed following the Northridge earthquake to "fast-track" Individual Assistance Grants by zip code, and to conduct community outreach. EPEDAT uses the CalTech USGS Broadcast of Earthquakes (CUBE) system to calculate initial post-earthquake damage patterns, fatalities, injuries and number of displaced individuals from modeled intensities, building and lifeline databases, and empirical estimation schemes.

Parts of the EPEDAT system were employed successfully following the Northridge earthquake, and it is being developed and extended for application to the Bay Area. It is estimated that the Bay-Area-capable system will be delivered by the end of 1994. In addition to the estimates of damaged buildings by type, the system will be able to provide estimates regarding hazardous materials, damage to regional lifelines and a gross regional dollar-loss estimate. Following the Northridge earthquake, EPEDAT estimated gross dollar loss at \$12.5 to 22.4 billion. Ron emphasized the importance of conveying the information to decision makers following a catastrophic event in an understandable and informative manner, including the likely inaccuracies of initial estimates.

Ron noted the need to rapidly update initial damage estimates using air and ground reconnaissance and satellite imagery data. Actual strong ground motion recordings, when available, greatly improve the initial estimates and are critical for calibrating shaking models. One problem not considered prior to the Northridge earthquake was the blind thrust earthquake source. This problem complicates the development of an initial assessment because manual intervention is necessary to initiate the model calculations.

EPEDAT databases include: digitized faults of California, surface soils and geology of California (the State geologic map), various population databases from the Bureau of Census, building exposure data developed from County Assessors' records, major utility corridor information including water and waste-water, electrical power, and gas, and other relevant data layers.

Critical issues for completion of the Bay Area EPEDAT are: availability of real time earthquake source information; a comprehensive building inventory database for the region; lifeline information; and close coordination between USGS and State OES officials to ensure standard and consistent application throughout California.

Strong Ground Motion

Dr. William Joyner (USGS)

Bill Joyner of USGS, Menlo Park, described how peak horizontal acceleration and response spectra may be used to characterize ground motion rather than intensity. The response spectra contain information about how ground motion affects particular structures, and thus provides a more direct method for predicting the response of structures. He described how ground motion depends upon magnitude, distance, and site conditions (as characterized by the average shear velocity in the upper 100 feet of the earth's crust). Graphs of peak acceleration versus distance from the source fault for various earthquake magnitudes (known as the "Boore-Joyner" curves) were presented. Combining this information with local shear velocity as measured in boreholes in different geologic units can result in maps that predict ground motion for a given size earthquake. The USGS is currently working on constructing maps of San Mateo County depicting predicted peak ground acceleration and response values at 0.3 and 1.0 second periods. In another project, the USGS is developing techniques for more realistic map portrayals of ground motion that take better account of directivity than current methods.

Mapping Geologic Hazards of the Bay Area

Dr. Carl Wentworth (USGS)

Carl Wentworth of the USGS described the overall context for the use of geologic information in the development of analytical tools for hazard assessment. He noted that the classification and characterization of geologic units, along with the careful definition of their spatial distribution, form the fundamental basis for such assessments. He noted also that geologic investigations were necessary to determine the potential for surface fault rupture along fault traces. The assessments of hazards from strong ground shaking, landslides, liquefaction, ground rupture, and other earthquake effects all depend critically on such fundamental geologic investigations and summaries. Compiled in the form of appropriate GIS data bases, the results of these investigations are available for further integration into the analytical assessments of various hazards. Carl described the state of progress on the various geologic investigations and compilations throughout the San Francisco Bay region.

Damage Estimation

Dr. Stephanie King (Stanford)

Stephanie King of Stanford University described the damage estimation methodology developed at the John Blume Earthquake Engineering Research Center. This methodology is comprehensive in terms of the hazards addressed, and can lead to actual building specific estimation with sufficient input information. She first described structural inventory development, specifying damage definitions categorized by two factors: Damage Factor (dollar loss/replacement value) and Damage Ratio (number of damaged buildings/total number of buildings). Required inventory information includes attributes describing location, use, and structural properties. Ground motion-damage

relationships were discussed in terms of damage-loss curves and fragility curves, leading to damage probability matrices and expected damage factor curves. Classification and inference schemes were described which included 17 classes of structures based on structure type and social function, and heuristic rules for inferring missing data. A compilation methodology was applied for the combining of various databases utilizing expert system integration.

A prototype project in the Salt Lake City, Utah, region based on a scenario earthquake of $M=7.5$ on the Wasatch fault was presented in which a database of some 200,000 buildings and 280 highway bridges was assessed utilizing ARC/INFO. Census tracts were used for analysis to improve the likelihood of uniformity and thus the accuracy of inferred data. Maps showing various geologic hazards and damage estimates were produced, including liquefaction, landslide, deterministic peak ground acceleration (PGA), expected damage factor, and damage ratio.

Real Time Seismology

Dr. Lind Gee (UC Berkeley)

Lind Gee of the University of California Seismographic Station provided a descriptive overview of real-time seismology and the REDI (Rapid Earthquake Data Integration) system. The REDI project is a research program established at UC Berkeley in collaboration with the USGS, Menlo Park, for the rapid dissemination of earthquake information. It is the northern California equivalent of the CUBE (Caltech/USG Broadcast of Earthquakes) system, which has provided near real-time access to southern California earthquake parameters for the last three years. REDI is now providing earthquake information in 6 - 8 minutes. That response time will be improved by about 4 minutes with the implementation of the USGS real-time processing methodology. A long term goal of this project is the implementation of an early warning system.

REDI utilizes data from the Berkeley Digital Seismic Network, operated by UC Berkeley, and the Northern California Seismic Network, operated by the USGS Menlo Park. REDI incorporates both phase and wave form data to determine the location and magnitude of earthquakes and transmits this information to emergency response operators via electronic mail and commercial radio pagers. The pagers can either be used as a personal pager or connected to a computer for a graphical display of the earthquake information. REDI currently provides information on earthquake location and magnitude for events with magnitude > 1.8 and additional information on peak ground acceleration, velocity, and displacement for events with magnitude > 5.5 . In the near future moment magnitude, moment tensor (mechanism), source duration and directivity and response spectra will be available as well. By the end of 1995 it is planned to have 16 Berkeley Digital Seismic Network installations in northern California and a densified network of strong ground motion stations in the San Francisco Bay Area.

Utilization of GIS in Response

Rich Eisner (OES)

Regional Administrator, Coastal Region
Governor's Office of Emergency Services

The experience of Northridge pointed to the importance of having geologic data base and GIS capability as part of an emergency response capability after an earthquake. Utilizing near real-time seismic source and magnitude data enables responders to model and assess the impact of an earthquake while they await information on the actual event. The essential elements of GIS use are a pre-event compiled data base of regional geology, building inventory, a base map library, and a loss estimation methodology such as that being developed by FEMA and the National Institute of Building Sciences. In addition,

access to the GIS should be provided to emergency operations centers at the state and regional levels through a wide area network.

During the response to the Northridge earthquake, information compiled by field investigators from the USGS, California Division of Mines and Geology (CDMG), and Earthquake Engineering Research Center (EERI), was displayed on conventional map display boards at the Information Clearinghouse in Pasadena. Unfortunately, the information, much of which was not available from other sources, was not transferred to the State's operations center at Los Alamitos. Integration of the clearinghouse information data base into a GIS via a wide area network is a prime objective of the current California GIS planning.

Recovery & Mitigation

Jim Buika (FEMA)/Ed Bortugno (OES)

Ed Bortugno described the Hazard Mitigation Grant program and how it was being administered in the case of the Northridge earthquake. He emphasized the importance of establishing and maintaining good communications between the scientific, engineering and emergency management communities.

Jim Buika focused on the application and use of GIS technology to translate and transfer earth science information to emergency managers. In particular he described how FEMA and OES are applying this information in managing FEMA's Hazard Mitigation Grant program. He outlined the following objectives:

- 1) Develop a network of earth science information resources and points of contact;

The technology exists to create a virtual network of earth science resources and sources, but there is no in-place organization. He identified the need to determine key players who can develop the critical data layers and create a repository of information.

- 2) Identify critical digital layers for the next strong Bay Area Earthquake;

This will entail compiling extensive data sets from various, disparate databases. Data in simple spreadsheet format is helpful to GIS staff doing the compilation.

- 3) Identify critical information gaps and develop strategies for developing needed information;

This entails incorporating damage inventory, digital photographs and videos, Global Positioning System (GPS) satellite locations, existing inventory and other information into a GIS database. GIS enables one to bridge the gap between damage to the built environment and earth science by superimposing structural inventories and earth sciences data layers.

- 4) Propose a model structure for merging GIS technology and earth science information with emergency management operations.

The organization following the recent Northridge earthquake may be used as a model. During Northridge, earth science information was applied in a number of ways to response, recovery and mitigation problems. Jim proposed moving one step beyond this model by creating a formal data management "clearinghouse" where earth science and structural

information would be merged. He proposed that CONCERT draft a paper proposing such a structure to USGS, FEMA and NASA. A particular point would be to get personnel assigned to the task.

A particular issue raised by Jim involved locating damaged structures in special flood plain hazard areas. He proposed a model for the hazard evaluation and assessment process that takes a multi-hazard approach. The goal of this approach would be to present local government with a hazard evaluation that reflected an integrated assessment from all hazard types for use in developing a viable and cost effective mitigation strategy. For example, a zoning official may consider an application for a permit to rebuild differently, knowing that a structure could be susceptible other types of hazards in future events. The official may wish to specify further mitigation measures over and above mitigating for a repeat of the hazard that caused the damage. This approach was applied successfully in the Santa Clarita Valley following the Northridge earthquake.

GIS Applications

Dave Kehrlein (OES)

Dave Kehrlein of the Governor's Office of Emergency Services provided a powerful description of just what occurs in the minutes, hours and days following a major disaster, and how the forces at play affect information processing demands. In addition to the technical aspects of providing information to emergency management decision-makers, he emphasized the importance of the relationship of the social fabric and makeup of a community with the build environment in determining how services are delivered. In a compelling chronology, Dave traced the status of four key parameters (intelligence, available information resources, potential information resources, and stress) immediately following a large earthquake disaster.

Drawing heavily on the experience from the recent Northridge earthquake, Dave described how all four parameters except stress are initially low. Within a few hours, intelligence, and resource potential and availability increase (though much of the resource potential is not yet accessible), but the stress level becomes very great, and no amount of resources are able to fully satisfy the demand for information. Gradually, more and more information processing resources are brought to bear and the stress level begins to abate somewhat and focus on particular issues, until the available information processing capability is able to fulfill the demand. Information must be rapidly brought to bear on a wide range of issues that will result in key decisions, including damage estimation, surveying the damage, location of Disaster Application Center (DAC), demographics of applicants and victims, staffing patterns, outreach zones for public assistance, Disaster Field Office (DFO) location and staffing, insurance issues, and others.

Both EQE and FEMA provided useful maps of Modified Mercalli Intensity (MMI) which were processed through the GIS shop at the DFO. Caltech provided a map of epicenters. These maps and predictive tools are very useful since most damage is not apparent from the street. In time, ATC-20 (Applied Technology Council) assessments were provided to the GIS shop for geocoding and integration into a damage database. For the future, Dave outlined the need for agreements with local governments to exchange data, linking of hand-held computers with GPS positioning to the master database, and statistical estimates for initial inputs. Goals might include providing illustrative, operational, and analytical map products, and analysis for siting DACs within two hours of the event. Another application involves providing decision support for hazard mitigation through comparison and analysis.

National GIS Resources

Paul Bryant (FEMA)

Paul Bryant from FEMA Headquarters in Washington , D.C., reviewed FEMA's program to develop a rapid damage assessment methodology. He described FEMA's automated construction estimation program in which an inspector enters data into some 300 fields, and then using a point-and-click accessible, expert system, produces a construction estimate that is generally accurate to within 3%. Paul noted that the time required for inspection could be further reduced for major steel structures if plans were available on-line.

Future plans for FEMA's automated inspection system include the application of the TIGER II files and automatic route assignments to inspectors. Also, FEMA is working to compare actual losses with estimates. The approach involves a cluster analysis of strong motion acceleration data verses damage, census classification, year built and code applied. This work is intended to support FEMA's loss estimation program. This will be a multi-hazard system, applicable nationwide and capable of responding to damaging events caused by wind, hurricane surge, flood, fire, hazardous materials incidents, and other disaster situations. Providing an appropriate Federal response and recovery effort in allocating PUSH packages (food, water, tents, generators, etc.) and other Federal resources would be the goal. FEMA has a T-1 communications line to the National Photographic Interpretation Center (NPIC) for rapid acquisition of image data, and a considerable number of resource, engineering and demographic databases. The intent is to make information available over the Internet using the Mosaic graphical browser software.

GIS in Emergency Management Workshop Participants

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