

**AGENDA**  
**EMERGENCY MANAGEMENT COMMITTEE**  
**Wednesday, June 7, 2017, 9:00 a.m.**  
**Media Center Room, Emergency Operations Center**  
**500 E. Temple Street, Los Angeles, CA 90012**

**I. Call to Order, Introductions, Approval of Minutes**

**II. Subcommittee Reports and Planning Teams**

- Budget – Ellen Linaac
- Community Preparedness – Larry Meyerhofer
- Disabilities and Access and Functional Needs – Robbie Spears
- Human Resources – Bobbi Jacobsen
- Local Hazard Mitigation Planning – Faye Cousin
- Operations – Rob Freeman
- Planning – Michelle Riebeling
- Shelter and Welfare – Jimmy Kim
- Training / Exercises – Crystal Chambers
- Others

**III. 2017 EMERGENCY OPERATIONS BOARD EXECUTIVE EXERCISE After Action Report/Corrective Action Plan – Rob Freeman**

**IV. Old / New Business**

**V. Adjournment**

EMC meeting information is available on the Emergency Management Department website at <http://emergency.lacity.org/> - Click on Emergency Operations Organization, then EMC. If you would like to be added to the EMC email distribution list, please subscribe via this link <http://emergency.lacity.org/ABOUTEMD/Subscription/index.htm>.

**CITY OF LOS ANGELES**  
INTER-DEPARTMENTAL CORRESPONDENCE



Date: May 31, 2017

To: Rob Freeman, Chair  
Emergency Management Committee  
Emergency Management Committee Members

From: Michelle Riebeling, Emergency Management Coordinator  
Emergency Management Department

Subject: **2017 EMERGENCY OPERATIONS BOARD EXECUTIVE EXERCISE  
AFTER ACTION REPORT/CORRECTIVE ACTION PLAN**

An effective exercise program engages all levels in a jurisdiction's emergency management program. The Emergency Operations Board (EOB) of the Emergency Operations Organization (EOO), as codified in City Administrative Code, advises and makes recommendations to the Mayor on policy issues. Serving as the City policy group with the Mayor, the EOB has a critical role in providing strategic policy-level, critical decisions in support of catastrophic disaster response and recovery priorities.

EMD in coordination with the Mayor's Office of Public Safety (MOPS) lead the development of a Tabletop formatted exercise to assess policy-level decision making in support of incident response and recovery. A special session of the EOB was conducted on January 25, 2017. The session simulated an actual EOB meeting, called in response to a catastrophic 7.8 earthquake along the San Andreas Fault. Exercise play provided an opportunity for the Mayor and the fifteen Emergency Operations Board (EOB) Heads of Departments to discuss policy issues in a risk-free forum.

The attached After Action Report/Improvement Plan (AAR/IP) presents exercise details, identifies strengths to sustain, and summarizes improvement recommendations for Emergency Management Committee (EMC) and EOB review and approval.

Recommendation

EMD recommends that the EMC approve the attached 2017 EOB Executive Exercise After Action Report/Improvement Plan (AAR/IP) and forward to the EOB for approval.

Attachment



# **After Action Report/Improvement Plan 2017 EOB Executive Exercise**

**January 25, 2017**



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## I. EXECUTIVE SUMMARY

A special session of the Emergency Operations Board (EOB) was conducted 11:00-12:30 AM, on January 25, 2017. The session simulated an actual Board meeting, called in response to a catastrophic 7.8 earthquake exercise scenario. Exercise play provided an opportunity for the fifteen Heads of Departments to discuss policy-level issues in a risk-free forum.

The goal of the exercise was to increase understanding of the role the EOB serves in providing policy support to the Emergency Operations Center (EOC) and field incident management during a significant disaster. The exercise focused on three of the thirty-two Core Capabilities listed in the National Preparedness Goal. The Core Capabilities were Operational Coordination, Situational Assessment, and Operational Communications. Strengthening City EOB and EOC coordination continues to align City resiliency actions with the Mayor's strategic goals, the California Standard Emergency Management System, the National Preparedness Directives 5 and 8, and the National Response Frameworks.

The objectives of the Executive Exercise were:

- Practice notification and activation of EOB meeting procedures.
- Demonstrate the ability of the EOB to lead policy-level critical decision making in support of response and recovery after a catastrophic disaster.
- Identify strengths and areas of opportunity to inform future planning, training, and exercises that will continue to improve EOB coordination with the EOC.

The intended outcome of practicing and assessing simulated EOB policy coordination is:

- Identification of existing EOB procedures and protocols to sustain and build upon.
- Increased EOB recognition of existing gaps in City policy, technology, communications, operations, and procedures in the aftermath of a catastrophic disaster.
- Consensus and support on implementation of next steps from the recommended improvements.

Identified Strengths:

- *Per Admin Code Division 8 Special Authorities; Chapter 3 Local Emergencies; Article 7 Duties of the Emergency Operations Board; Section 8.41 General Nature of Powers and Duties:* The EOB members' actively engaged in exercise discussion across the range of policy level issues applicable to this disaster. The discussion demonstrated EOB members' awareness of their policy-level and department responsibilities as outlined in the Administration Code during response and recovery to a significant disaster.
- **Mutual Aid Activation:** Key Emergency Operations Organization (EOO) departments discussed their ability to effectively operate within a range of mutual aid programs in the State and at the Federal level, ensuring City access to mutual aid resources.
- **Existing City Policy:** EOB members demonstrated an awareness of a number of City policy-level decisions this executive level policy group can activate in support of incident response and recovery.

### Opportunities for Improvement:

- **Communications Back-up:** Department disaster recovery programs for critical systems and applications should be strengthened. EOB members identified a need for better understanding on the levels of communication redundancy options the City has available, to supplement department primary systems. A critical element of this capability is having a hierarchy of communication resources, ensuring expedient communication to the Mayor, the EOB, and other critical City personnel.
- **Transportation Mutual Aid:** There is a lack of understanding of when transportation mutual aid can be requested, what resources will be available, who will be able to provide, and how to acquire these resources (i.e. MTA, TransMAC, etc.).
- **Employee Welfare:** The ability to take care of employees and their families if necessary during a significant disaster appears to be a gap across all departments. This adds to the expected challenge of the availability of City employees to respond immediately after a disaster.

EMD will be working with the Emergency Management Committee (EMC) and the Mayor's Office of Public Safety (MOPS) to develop future EOB process training and exercise opportunities. EMD will facilitate the completion of identified next steps, outlined in this EOB Executive Exercise After Action Report/Improvement Plan (AAR/IP).

## **II. EXERCISE OVERVIEW**

### **A. Exercise Name – Date – Location**

The 2017 EOB Executive Exercise took place on Wednesday January 25 in the EOC facility at 500 E. Temple Street.

### **B. National Preparedness Goal - Core Capabilities**

Effective preparedness and mitigation programs, along with response and recovery operations to disasters, build resiliency at all levels of government. The City is considered a "Local Jurisdiction" as defined in existing regulations, programs, and guidance documents. The current methodology of assessing emergency management programs against risk analysis outlined in FEMA's National Preparedness Goal, is organized around thirty-two core capabilities, within five mission areas. Emergency management mission areas are planning, preparedness, prevention, response and recovery. A complete list with a description of each capability can be found at FEMA.gov.

The EOB Executive Exercise provided an opportunity to assess the following core capabilities within the City's policy-level EOB process:

- **Operational Coordination**  
Mission Area: All  
Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.

- **Situational Assessment**  
Mission Area: Response  
Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.
- **Operational Communication**  
Mission Area: Response  
Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among, and between affected communities in the impact area and all response forces.

### **C. Exercise Objectives**

The exercise objectives for each core capability are outlined below. EOB members progressed through a timeline of policy-level discussion topics. Strengths and areas of opportunity observed during the exercise will inform future planning, training, and exercises to improve EOB activation and City-wide response and recovery.

- **Operational Communications**
  - Test the effectiveness of the City's NotifyLA automated notification system to notify and coordinate a special session of the EOB.
- **Situational Assessment**
  - Receive a simulated EOC situation briefing and apply the understanding of current disaster impacts to policy-level decisions.
  - Describe department Continuity of Operations Plan actions and immediate response operations responsibilities.
- **Operational Coordination**
  - Build the City Policy Group's awareness of existing policies available to support City-wide response and recovery.
  - Recognize and understand the EOB's role as the policy-level governing body under the Administration code, within the City's command, control, and coordination emergency management organization.
  - Exercise and develop the capability of EOB members, along with the Mayor's Office, to set policy-level strategy and enact policy-level measures in support of EOC leadership and field command leadership.

### **D. Exercise Participants**

#### **Director of the Emergency Operations Organization**

Honorable Mayor Eric Garcetti

#### **EOB Members**

Deputy Director of the EOO and Chairperson of the EOB: Chief of Police Charlie Beck

General Manager of the Fire Department: Fire Chief Ralph Terrazas

General Manager of the Emergency Management Department: Aram Sahakian  
General Manager of the Airport Department: Executive Director Deborah Flint  
General Manager of the Department of Building and Safety: Superintendent of Building Frank Bush  
Chief Legislative Analyst of the City Council: Sharon Tso  
Director of the City Administrative Office: Assistant City Administrative Officer Patty Huber  
General Manager of the Department of General Services: Tony Royster  
General Manager of the Harbor Department: Gene Seroka  
General Manager of the Information Technology Agency: Ted Ross  
Assistant General Manager of the Personnel Department: Bill Weeks  
Chief of the Public Works Division: President of the Board Kevin James  
General Manager of the Department of Recreation and Parks: Michael Shull  
General Manager of the Department of Transportation: Seleta Reynolds  
General Manager of the Department of Water and Power: Chief Engineer David Wright  
**Legal Advisor to the EOB**  
City Attorney: Assistant City Attorney Julie Raffish  
**Exercise Facilitator**  
EMD – Rob Freeman, Interim Assistant General Manager, EOO Coordinator and Executive Assistant to the EOB

### **III. EXERCISE CHRONOLOGY**

#### **A. Scenario**

The exercise scenario triggering the EOB policy discussion was a catastrophic 7.8 earthquake occurring at 9:00 AM along the San Andreas Fault. Impacts in a seismic event of this magnitude would be felt across the Southern California region. Initial impact analysis and immediate life safety response demands will overwhelm local governments. There will be a need to prioritize numerous critical services and resources including medical response, search and rescue, restoration of lifelines, temporary mass care, crisis information management, security, and fire suppression. Local jurisdiction policy-level leaders will need to make strategic policy decisions on emergency ordinances, directives, employee welfare, continuity of operations, continuity of government, mega contract activation, use of Disaster Service Workers, and prioritization of which areas of the City will receive scarce critical resources first.

#### **B. Timeline**

*8:08 AM Notification Drill:* EMD initiates a notification to EOB members, through the City's automated mass notification system, NotifyLA. Notifications go out to the fifteen Heads of Departments that a special session of the EOB is scheduled in response to the disaster. The message is sent via email, voice, and SMS text, providing the location and time of the meeting.

The purpose of the drill was to assess the effectiveness of the communication system and measure success of the notification to EOB members. Recipients were asked to respond back with their name and department. The generated reports captured from the drill, indicated an 81% successful delivery rate and notification response call-back. Approximately 19% of the system failures were reported as "No service or other".



*Approximately 10:30 AM:* Start of exercise nationalizes the initial notification of the incident and City of Los Angeles EOC activation at Level III. Mayor Garcetti breaks away from a special event and heads to City Hall. City Hall has sustained significant damage from the earthquake and is currently under evacuation. Deputy Mayor Jeff Gorell and MOPS staff are moving to the EOC. Other Mayoral staff and City Hall departments are moving to Van Nuys City Hall.

*10:40 AM:* The Mayor receives notification of the shut down and evacuation of City Hall. Deputy Mayor Jeff Gorell receives a briefing from MOPS that the Mayor is now responding to the EOC and is 5-10 minutes out. EOB members have arrived and are standing by in the Media Center for the Mayor's arrival.

*10:43 AM:* The Mayor arrives at the EOC. Deputy Mayor Jeff Gorell, Police Chief Charlie Beck, Fire Chief Ralph Terrazas, and EMD General Manager Aram Sahakian provide his first public safety briefing on the disaster.

*10:45 AM EOC Situation Report:* The initial EOC situation report to the EOB starts, providing situational information on the known regional and City impacts to inform EOB policy decisions. This incident briefing is part of the EOC coordination process and provides a "Common Operating Picture" to both City internal and outside external agency stakeholders. Information in this first EOC briefing comes from LAFD's and LAPD's windshield survey rapid needs assessment program which provides immediate observations on City impacts. The situation report describes current state of disaster impacts, current operational life safety priorities, critical resource needs, and projected implications for the next 12-72 hours. At the policy level, it provides the critical context of current, validated information to inform policy leaders as they set executive decisions that can support life safety response in the field and support coordination efforts in the EOC.

Providing this briefing at the beginning of the special session increases EOB members' understanding of how the City develops situational awareness after a disaster in determining immediate life/safety priorities. The short briefing also demonstrates the EOC role to the EOB in building this situational awareness of incident impacts, First Responder operations, other City Departments support operations to field response, City-wide COOP status, and incoming State and Federal assistance.

#### *Situation Report*

EOC Planning and Intelligence Section Coordinator – EMD Michelle Riebeling presents a brief overview of impacts. Reported damages and data were pulled from the Great Shake Out scenario of a 7.8 magnitude earthquake occurring on the San Andreas fault. The specific impacts and data in the overview are based on USGS modeling.

EOC Director – LAFD Chief Richard Rideout presents the EOC objectives for the first 24 hour Operational Period. Deputy Directors LAPD Chief Beatrice Girmala and EMD General Manager Aram Sahakian stand by to address any questions related to their respective department missions. Initial EOC objectives set immediately after a catastrophic disaster will be based on information coming in from Area Commands in the four Bureaus and Department Operation Centers (DOCs) through the Operations Section Branches in the EOC.

EOC Public Information Director – EMD Chris Ipsen presents current public information priorities and advises a Joint Information Center has been activated to coordinate crisis information to the public including DAFN communities.

EOC Operations Section Coordinator – LAFD Chief Michael Little presents current public safety and support departments' response operations obtained from reporting DOCs. Immediate rapid needs assessment on threats to life, critical infrastructure damages, and operating status of Tier 1 departments are identified as critical essential information needs to determine priorities and set policies.

EOC Logistics Section Coordinator – GSD Eric Robles presents the current facilities, personnel, and equipment resource priorities. He also identifies challenges in scarce critical resources and the need to prioritize across the four Area Commands until State and Federal assistance arrives in the region.

EOC Finance and Administration Section Coordinator – CAO Mary Reuschel presents on the progress of preparing the draft of the Local Emergency Proclamation. She establishes the requirement for impacted departments to report initial damage estimates in preparation of submission to the County. These damage estimates are used to support the proclamation process up to the State's request for a Presidential Declaration to initiate Federal mutual aid assistance and cost recovery under the Robert T. Stafford Act.

*11:00 AM Policy-Level Discussion Begins:* The EOC is responsible for operationally coordinating with the EOB to provide the situational briefing on disaster impacts and City response operations. At this point in the exercise, the EOB has received the initial situation report from EOC leadership and proceeds into policy-level discussion.

### **C. Policy Discussion List**

The EOB discussion covered the following City policy issues:

- Proclamation of a Local Disaster
- Critical Infrastructure resiliency (Communications, Transportation, Utilities)
- Employee Welfare
- Mass Care including Functional Needs Support Services
- Mutual Aid (Law/Fire/TransMAC/EMAC/EMMA/DSCA )
- Legal Issues (Curfew, Consumer Protection, Price Gouging)
- Disaster Service Worker Program
- Emergency mega contract activation
- Public Information
- Public Health

### **III. Findings**

#### **A. Demonstrated Strengths**

##### **1. Role of the EOB**

*Per Admin Code Division 8 Special Authorities; Chapter 3 Local Emergencies; Article 7 Duties of the Emergency Operations Board; Section 8.41 General Nature of Duties:* The EOB members' actively engaged in exercise discussion across the range of policy level issues applicable to this disaster. The discussion demonstrated EOB member awareness of their policy-level and department responsibilities in the aftermath of a disaster. The Departments most impacted by the scenario, with initial first responder public safety response missions, demonstrated an understanding of their duties and powers to supervise, regulate, control, and manage City strategy and priorities subject to the direction and approval of the Mayor. As the meeting discussion progressed through the range of impacts to City services and critical infrastructure, executives provided specific advisory support based on assigned functional Administration Code responsibilities and department expertise.

##### **2. Mutual Aid**

Key EOO departments discussed their ability to effectively operate within a range of mutual aid programs in the State and at the Federal level. These existing systems will ensure City access to mutual aid resources. Some examples of mutual aid the City has both requested resources from, and provided resources to, in past significant incidents are fire, law enforcement, emergency management, and public works. Discussion also touched on requesting assistance through the Emergency Management Assistance Compact, the Emergency Management Mutual Aid, and the Defense Support to Civil Authorities.

##### **3. City Policy-Level Coordination**

EOB members demonstrated an awareness of several City policy-level decisions this executive policy group can activate in support of incident response. Discussion reviewed setting of curfews, controlling price gouging, activation of mutual aid, activation of the Disaster Service Worker Program, activation of emergency mega contracts, and enacting the Proclamation of a Local Disaster process for state and federal assistance.

#### **B. Opportunities for Improvement**

##### **1. Back-up Communications**

A critical element of the core capability of operational communications is the availability of a hierarchy of communication resources to ensure expedient communication to the Mayor, the EOB, and other critical City personnel. Departments felt that more information on the levels of communication redundancy options that are available for the City, would assist in their decisions to supplement primary systems. Discussion covered the current satellite phone distribution to key City personnel, use of the HAM radio program, and public safety interoperability. These

communications resources do not currently ensure communications to all City employees including essential personnel. Departments may not have established redundancy of critical systems, applications, and communications modes in their continuity planning.

## **2. Transportation Mutual Aid**

There is a lack of understanding of when transportation mutual aid can be requested, what resources will be available, who will be able to provide, and how to acquire these resources. The City's available transportation contracts are not sufficient to handle City-wide needs, especially communities with little to no personal transportation resources. This gap impacts the effectiveness of the operational coordination of critical transportation services to impacted residents including DAFN communities. The City will depend on local mutual aid resources such as MTA and TransMAC, until additional State and Federal assistance moves into the region.

## **3. Employee Welfare**

The ability to take care of employees, their families including DAFN support needs, and pets if necessary during a significant disaster, appears to be a gap across all departments. In a catastrophic disaster, City employees will be impacted. Ensuring the safety of their loved ones, pets, and homes will be a top priority. Employee welfare support can mitigate the additional challenge of availability of City employees to respond immediately after a disaster.

## **IV. Conclusion**

The Mayor working with the EOB and advisors serves as the policy group, responsible for the critical decisions to implement policy-level measures. This governing board will determine which strategic policies can support the current emergency response situation. Implemented policies will factor in EOB and field command priorities. The notification drill and the EOB special session exercise identified gaps in the Core Capabilities of Operational Communication and Operational Coordination. EMD has provided recommended improvement actions in this AAR/IP for member review and approval. EMD continues to look for additional opportunities to improve EOB awareness and coordination between the City's policy group and the EOC.

## **V. Improvement Plan Matrix**

This AAR/IP should be viewed as suggested priorities and recommended next steps to close existing gaps. The identified action measures in the IP Matrix on the next pages can increase awareness and effectiveness of the EOB's executive role in support of City-wide response and recovery. The IP lists the gaps, the recommended corrective actions, the assigned leads, and the timetable for each action item start and completion. As the corrective action process moves forward, it could be determined that the benefits of implementation are insufficient to outweigh the costs and other solutions may be more effective. Each department should review the recommendations and determine the most appropriate action and time needed for implementation.

**TABLE 1 - IMPROVEMENT PLAN MATRIX**

Objective	Issue/Area for Improvement	Corrective Action	Capability Element <sup>1</sup>	Primary Responsible Organization	Start Date	Completion Date
<b>1. Operational Communications:</b> Test the effectiveness of the City's NotifyLA automated mass notification system to communicate and coordinate a special session of the EOB.	1.1: The NotifyLA system feedback on the drill conducted at 8:00 AM reported a success rate of 81% in EOB member response. The remaining 19% failure was attributed to out-of-service area and other causes.	1.1.1. EMD will schedule additional notification drills to solidify a baseline for an expected success rate using the automated system. Redundant communication resources that can augment NotifyLA notifications will also be drilled to identify the solutions that can reduce or eliminate communication failures to the Mayor, MOPS, EOB members, and other key personnel.	Exercise	EMD	5/17/17	11/30/17
	1.2: Primary City communication systems may not be operational after a catastrophic disaster. Departments are not aware of all the options available to build internal communications redundancy.	1.2.1. EMD will work with ITA to develop an information briefing on available solutions to build communications redundancy. EMD will schedule the briefing for an EMC and EOB meeting.	Planning	EMD	5/17/17	11/30/17
<b>2. Operational Coordination:</b> Exercise and develop the capability of EOB members, along with the Mayor's Office, to set policy-level strategy and enact policy-level measures in support of EOC leadership and field command leadership.	2.1: Activation of a number of mutual aid resources to assist local emergency response efforts will be a policy decision. There is a lack of understanding among the EOB members and the Mayor of when local transportation mutual aid such as MTA and TransMAC can be requested, what resources will	2.1.1. EMD will schedule a Transportation Workshop with department emergency managers and assisting transportation partners to develop a concept of operations that outlines the process.	Exercise	EMD	5/17/17	7/12/17
		2.1.2. EMD will work with DOT to develop an	Planning	EMD/DOT	5/17/17	11/30/17

<sup>1</sup> Capability Elements are: Planning, Organization, Equipment, Training, or Exercise.

Objective	Issue/Area for Improvement	Corrective Action	Capability Element <sup>1</sup>	Primary Responsible Organization	Start Date	Completion Date
<b>Operational Coordination Contd.</b>	be available, who will be able to provide, and how to acquire these resources.	information briefing on the process for the Policy group to request transportation mutual aid. EMD will schedule the briefing for an EMC and EOB meeting.				
	2.2: The ability to take care of impacted employees, their families including DAFN support needs, and pets during a significant disaster, appears to be a gap across all departments. This will be a challenge in the policy activation of the DSWP.	2.2.1. EMD will work with Personnel and the City Attorney's office to identify the level of employee welfare, departments should have in place in their continuity planning.	Planning	EMD/Personnel /City Attorney	5/17/17	11/30/17