

**AGENDA**  
**EMERGENCY MANAGEMENT COMMITTEE**  
**Wednesday, February 3, 2010, 9:00 a.m.**  
**Media Center Conference Room, Emergency Operations Center**  
**500 Temple Street, Los Angeles, CA 90012**

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

**II. Subcommittee Reports and Planning Teams**

- Budget – Mayra Puchalski
- Community Preparedness – Larry Meyerhofer
- Fire / Life Safety – Richard Wuerth
- Human Resources – Arnie Surmenian
- Information Technology – Joyce Edson
- Logistics – Joon Lee
- Operations – Rob Freeman
- Planning – Eric Baumgardner
- Shelter and Welfare – Kevin Regan
- Training / Exercises– Quentin Frazier
- Others

**III. Citywide Status of Homeland Security Grants–Freya Robayo/Monica McDermott**

**IV. Michael Jackson Memorial EOC Activation After-Action/Corrective Action Report**  
– Rob Freeman

**V. Old / New Business**

**VI. Adjournment**

Refreshments to be provided by the Community Development Department.

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 send an email to [cecilia.law@lacity.org](mailto:cecilia.law@lacity.org) or contact Cecilia Law at (213) 484-4895.

*Upon request, sign language interpretation, real-time translation services, agenda materials in alternative formats, and other accommodations are available to the public for City-sponsored meetings and events. All requests for reasonable accommodations must be made at least three working days (72-hours) in advance of the scheduled meeting date. For additional information, contact the Emergency Management Department at (213) 485-2121.*



# **After Action/Corrective Action Report**

**July 6-7, 2009**

**Michael Jackson Memorial**

**EOC Activation**

**JANUARY 26, 2010**

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## **I. Executive Summary**

### **A. Statement of Purpose**

The Emergency Management Department (EMD) is responsible for preparing a formal After Action Report/Corrective Action Report (AAR/CAR) following all activations of the City's Emergency Operations Center (EOC) in accordance with the National Incident Management System (NIMS). AAR/CARs are intended to assist the City of Los Angeles Emergency Operations Organization (EEO) analyze its EOC activation, staffing and management processes in order to document the following:

- Practices to sustain and build upon
- Practices to improve
- Recommended corrective actions and improvement plan

The AAR/CAR should be viewed as suggestions for improving the effectiveness of future EOC activations. Recommended corrective actions identify steps to be taken and assign specific City agencies with responsibility for their coordination and implementation. Timetables are also established for implementation along with an assessment of required resources. Agencies must weigh the cost of implementation against the benefits in determining resource allocation. In some cases, agencies may determine the benefits of implementation are insufficient to outweigh the costs. In other cases, agencies may identify alternative solutions that are more effective. Each agency should review the recommendations and determine the most appropriate action and time needed for implementation.

### **B. Event Name**

Michael Jackson Memorial

### **C. Event Date(s)**

July 6-7, 2009

### **D. Event Location**

Staples Center/Nokia Theatre and adjacent facilities

### **E. EOC Activation Duration**

Two (2) days. The City of Los Angeles EOC was activated between 0600 hours and 1800 hours, Monday, July 6, and July 7, 2009, and fully deactivated at 1530 hours, Tuesday, July 7, 2009.

### **F. EOC Activation Lead Agency**

Los Angeles Police Department (LAPD)

## **G. EOC Activation Level**

Level II

## **H. EOC Activation Participating Agencies**

- City Administrative Officer (CAO)
- City Attorney's Office
- Department on Disability (DOD)
- Emergency Management Department (EMD)
- Fire Department (LAFD)
- Department of General Services (GSD)
- Information Technology Agency (ITA)
- Office of the Mayor
- Police Department (LAPD)
- Department of Public Works (PW)
- Department of Recreation and Parks (RAP)
- Department of Transportation (DOT)
- Department of Water and Power (DWP)
- American Red Cross (Red Cross)
- Los Angeles Unified School District (LAUSD)
- Metropolitan Transit Authority
- Los Angeles County Office of Emergency Management

## **I. EOC Activation Chronology**

On Sunday, July 5, 2009, at 1500 hours, an EOC activation request was issued for Monday, July 6, 2009 at 0600 hours at which time EMD activated the EOC (A shift) at level II. This activation was requested to support field operations associated with the planned memorial service for Michael Jackson at the Staples Center/Nokia Theatre, adjacent facilities, and the associated transportation management in the Downtown area.

As this event was planned with little advance notification, details regarding event timelines were unknown until hours prior to the beginning of venue operations. Intelligence sources advised that crowds of 750,000 or more would descend upon the venue resulting in a direct impact on the transportation systems and the ability of City agencies to provide core services to residents in and around the venue.

An initial EOC incident command system organization was developed to support the Unified Command structure established in the field. All EOC Sections were staffed (Management, Operations, Planning, Logistics, Finance and Administration). The EOC Operations Section activated the following branches: Law, Fire, Mass Care, Public Works and Transportation.

Initial EOC objectives were developed as follows:

1. Support field operations associated with the planned memorial service for Michael Jackson at the Staples Center/Nokia Theatre venue, any adjacent facilities/areas and associated transportation management in the Downtown area.
2. Support field activities at other locations (Dodgers' Stadium, Forest Lawn, etc.) associated with the Jackson Family and related events.
3. Coordinate and manage Public Information and city-wide media relations.
4. Develop pre-planned crises communication messages to improve participant situational awareness. Communication methods utilized will include, but are not limited to: traditional media outlets, road side electronic message boards, electronic signs/displays, the EMD Facebook and Twitter social network websites and the EMD "800" toll free telephone messaging system.
5. Provide coordination and support for agency representatives in the City of Los Angeles EOC from CHP, MTA, Red Cross and LAUSD.
6. Establish and maintain operational communications with assisting and supporting governmental, non-governmental and business/industry entities.
7. Per direction of the Mayor's Office, provide planning and operational cost information.

EOC Deputy Director James Featherstone provided the initial EOC General Staff briefing followed by the Command Staff briefing at 0700. Section leaders were briefed on management objectives along with issues and concerns associated with the Memorial event. Immediately following the Command Staff briefing, section leaders took their positions and commenced work on task objectives. Section briefings were provided at 0900 where information was disseminated regarding objectives and issues and concerns, including the status of conflicting events (Ringling Brothers Animal Walk), ingress/egress routes to schools, reunification locations for lost children, timeline for day's event, street closures for pre-event operations and Staples Center, water for attendees, and food and water for responders.

A follow up briefing was held at 1130 hours to provide status updates on these issues. A final briefing was held at 1600 hours to discuss deactivation for the "B" shift as there would not be an overnight ICP. The EOC logistics section finalized the procurement of water and sack lunches for responders to be distributed on July 7, 2009, during a.m. check in. The EOC de-activated on July 6, 2009, at 1800 hours with plans to reactivate the following morning for the second operational period.

On Tuesday, July 7, 2009, the EOC was activated at 0600 hours. As with operational period one, Tuesday's activation supported field operations surrounding the memorial services in the Staples Center and all venues associated with the event, as well as information management through WebEOC, available resource management, public information management and citywide media relations. Simultaneously, the Unified Command post (UCP) became operational at Frank Hotchkins Training Center with a law lead and representatives from allied agencies supporting the command structure. Day of event field resources included more than 3,000 officers for crowd management and field response issues, as well as a robust cache of resources from the Departments of Public Works and Transportation. Many other City agencies were involved in supporting public safety operations and situational awareness for the event through both field and EOC response.

On July 7, 2009, EMD General Manager, James Featherstone, provided the operational overview briefing at 0600 hours reiterating the EOC objectives. A preliminary situation report

was developed from the UCP which indicated that there were no problems with staffing levels, crowd control in and around the Staples Center, or the Jackson Family home. Intelligence also indicated that there was a change in plans with the deceased being relocated to the service at Staples Center.

At 0730, Sergeant Jerry Chaney conducted an EOC interagency briefing discussing the transportation route, access/ingress issues, crowd estimates and LAPD and LAFD pre-deployments. The EOC Command and General Staff briefing occurred at 0745 hours. This included a situation status update advising that in the event of unruly crowds, there was a possibility of moving the deceased by helicopter to Staples Center. Additionally, crowd estimates at the Staples Center were relayed, street and freeway closure information, and a brief update on the planned PETA demonstration which was scheduled to occur at 1800 hours at Staples Center. The Operations Section provided an update on the emergency access routes to the Staples Center, status of K-railing installed in and around the Staples Center, the identification of three possible routes from Forrest Lawn to the Staples Center, as well as the updated mapping of the Department of Transportation (DOT) Automated Traffic and Surveillance Control System (ATSAC) camera locations. The Logistics Section provided information on the delivery of water and sack lunches to the UCP for all responders. The Planning Section reported on the updated organizational chart and the potentiality of a "B" watch for that evening. Information regarding preliminary costs estimates of \$3 million was disseminated through the Finance and Administration Section update. The briefing was concluded upon discussion of information updates through Twitter and Facebook.

A situation status report briefing occurred at 0930 hours to disseminate updates regarding aforementioned issues, as well as providing a status of the Metro Rail, activation of the California Emergency Management Agency (CalEMA) Regional Emergency Operations Center (REOC), and the use of Los Angeles Unified School District (LAUSD) Headquarters as a child/parent reunification center. Lost adults would be handled by on scene LAPD officers.

As the day progressed, the UCP continued to report on crowd estimates, the Jackson Family movement, movement of the deceased, traffic conditions, street closures and criminal activity with reports of no outstanding issues.

The post event briefing occurred at 1300 hours to update the status of the ceremony, movement of the deceased, crowd estimates within and outside secured area, cancelation of the planned PETA demonstration, medical responses, lost children, street closures and Metro Rail activity at the Pico Station. No outstanding issues were reported. EOC Sections were asked to provide best practices and improvement points for inclusion in the after action reporting process.

The final briefing occurred at 1500 hours and included a status update from all activated EOC sections, requests for submission of after action reports, and instructions for demobilization. At 1530, direction was given to deactivate the EOC. Full deactivation occurred at 1800 hours on July 7, 2009.

## **J. Synopsis**

The EOC was activated to provide support to the field response by the LAPD and other support agencies, coordinate available resources, emergency public information and transportation management for the Michael Jackson Memorial Service held at the Staples Center. The decision to activate the EOC was made jointly by EMD and LAPD in coordination with the

Mayor's Office and LAFD. LAPD served as Director of the EOC under unified coordination with EMD and LAFD serving as Deputy Directors.

The EOC was organized according to Incident Command System (ICS) and Federal Emergency Support Functions. The following EOC Sections were staffed: Management, Operations, Planning, Logistics and Finance and Administration. ICS Branches within Operations were established for Law, Fire, Public Works, Utilities, Mass Care, and Transportation. This branch structure mirrored the support functions and branches established in the field.

The Management Section provided overall leadership of the EOC organization and used the process of management by objectives. The EOC Planning Process, "Planning P," was used as a basis to structure work flow, meetings and development of specific strategic objectives for the EOC. This model is based on best practices of the US Coast Guard, the Fire Service and ICS. The EOC model has been tailored for multi-agency coordination in the EOC and was used successfully in other activations including response to the Sesnon/Marek wildland fire. The EOC Management Section also coordinated the EOC's emergency public information and city wide media relations, as well as liaison with other jurisdictions such as the County of Los Angeles Office of Emergency Management.

The EOC Planning Section collected analyzed and disseminated information from field, Department Operations Centers (DOC), EOC and media sources. They maintained situational awareness of the incident and use and deployment of resources. The Planning Section Coordinator led the action planning meetings and developed the written EOC Action Plans that were approved by the EOC Director. They produced maps through their GIS Section and coordinated the use of WebEOC incident management software for situation status, resource status, tracking and ordering, and chronological logs of each EOC responder's activities.

The EOC Operations Section consisted of previously defined Branches. The Operation's EOC Action Plan objectives supported field activities of those branches in terms of validating, establishing and maintaining situational awareness and resource coordination. This section provided continuous updates on crowd statistics and the status in and outside of the secured perimeter. The Operations Section monitored City-wide traffic and was prepared to coordinate traffic planning operations in areas not directly controlled by the UCP. Information was documented in the WebEOC system and was used by management to support development of the EOC Action Plan.

The EOC Logistics Section, in close coordination with the UCP's logistics section, provided resource support to field operations, as well as logistical support for the EOC including the procurement of water for both operational periods. Sack lunches were provided to field responders in the impacted areas. The purchase was coordinated through the EOC Management Section, EMD, Office of the Mayor, LAPD and LAFD.

The EOC Finance and Administration Section provided the Management section with all cost information (facilities, supplies and personnel) specific to the Memorial service. The Finance and Administration Section also tracked costs associated with resources utilized for the event, including L.A. Citywatch activities that began on July 5, 2009.



## **II. Findings**

### **(A) Practices to Sustain**

1. Organization of the EOC facilitated information flow and improved cohesiveness of all EOC sections.
2. EOC chain of command was improved by specifying roles and responsibilities. This helped in reducing duplication of effort with respects to requests being made to multiple representatives.
3. Section briefings provided a clear understanding of events and expectations, increased situational awareness, improved flow of information and enhanced the team environment.
4. Short and specific briefings help enhance situational awareness and increase efficiency of EOC staff responders.
5. Having the PIO section involved in briefings helped provide an overall understanding of information and enhanced public information messaging.
6. Having EMD staff available as a resource enhanced overall performance within the EOC.
7. Positioning an EMD representative within the UCP increases the EOC's ability to obtain timely and accurate information.
8. Assigning a LAFD representative to the EOC Logistics Section to support the requisition of resources enhanced the effectiveness of the section.
9. Frequent updates to information portals such as UpdateLA, the 800 toll free public helpline, Twitter and Facebook, provide the public with timely and accurate information.
10. Have the expertise of supporting departmental PIO's increased efficiency in releasing information for the public.

### **(B) Areas Requiring Improvement**

1. Many departments commented on the need for additional WebEOC training. While some reported on its effectiveness, most commented on responder's lack of familiarity with the details of its use and recommended improved training and continued development and improvement of the application.
2. The process of information flow should be standardized. Many times during the activation, information was either incorrect and or outdated, and often was first obtained from outside sources. Information should come directly to the EOC, and in a timely manner, from the UCP. All updates from the UCP should be given to the EOC prior to public release.
3. Ensure the UCP stands up at the same time or prior to the EOC to ensure a clear picture of field operations.
4. LAPD's RACR division should be more proactive in providing the EOC with information regarding non-related incidents that could potentially impact EOC/UCP focused operations.
5. Accommodations for foreign language and special need populations should always be a part of the early planning process.
6. The EOC Planning Section should be more involved in advanced planning and reach out to departments for support and information on their core functions. For example, the Fire Prevention Bureau could have been utilized for timely and accurate information regarding crowd estimates. This would given the EOC Planning Section more information resulting in more efficient planning, rather than duplicating the effort of gathering information that may have already been available.

7. Ensure that all EOC workstations have supplies and provide for removal of sensitive information (i.e. shredders.)
8. Provide situation status leader with the capability to create situation status reports on one screen with an additional screen made available to view current information from other EOC positions.
9. Feeding policy should be clearly stated to the UCP, field command personnel, EOC Management and Logistics to avoid confusion on feeding issues. Additionally, the Logistics Section Deputy Coordinator should remain on standby at the discretion of the Logistics Section Coordinator to ensure chain of command within the section as per the City's Logistics Annex.
10. There should be a standard process to request cost information during activations. Duplicate cost or expense requests by varying agencies are not effective.

### **III. Conclusion**

The EOC activation for the Michael Jackson Memorial Service held at the Staples Center on July 7, 2009, was the result of the combined effort of the Emergency Operations Organization and directly supported by a number of City agencies. Given the short notice by the event leads and primary coordinators, there was minimal time for pre-planning. However, the departments and agencies involved were prepared for estimated number of attending fans (750,000) anticipated to descend upon the Staples Center area, as well as gathering places around the City. Flexibility of plans, a proactive information management process and a proven EOC organization structure facilitated the overall management of the worldwide media event.

Multi-agency coordination was effective. The EOC Operations Section was developed to support field activities with the staffing of Branches in the EOC matching those active in the field. Fire and Law Branches were active in terms of supporting potential public safety issues and the EOC Mass Care Branch was activated to address the possibility of the need to provide shelter to residents who might be displaced should the area require securing. The Public Works Branch was staffed to facilitate the use of resources for perimeter and crowd control, as well as for traffic management support. The Logistics Section worked effectively to support resource needs at the field level. Improvements are still needed in the area of overall logistics planning and implementation. Some of these improvements can be made through the advanced use of WebEOC, others require development of more clear procedures, guidelines and protocol

There were two issues that arose during the activation that could have had a negative impact on event operations. Initially, the EOC understood that the UCP would be operational at 1300 hours of the first operational period, July 6, 2009. At some point beyond 1300 hours, the EOC learned that the UCP would not become functional until operational period two, Tuesday, July 7, 2009. This led to some confusion and lack of information sharing in the EOC. Another significant issue that occurred was the procurement of sack lunches for responders. Standing policy states that the EOC does not provide for feeding of responders, except for those responding to the EOC. However, the decision to feed field responders utilizing Emergency Operations Funds was approved. Post event discussion has resulted the review of existing purchasing policies.

A common concern expressed in many department AAR submittals was the need for additional and updated WebEOC training, a standardization of information flow from the field to the EOC and fully utilizing a department's core functions through advanced planning. EMD, in collaboration with ITA, is addressing these issues through ongoing WebEOC training. All

departments with EOC response roles need to work more actively with ITA to insure they are utilizing the application effectively. General and Section-specific EOC training classes should be conducted to increase the knowledge and specificity of each EOC role with the cooperation from departments to ensure responders are familiar with EOC activation protocols and that they have the training and experience necessary to work in the EOC. Departments should also ensure EOC responders are familiar with departmental plans, available resources and internal structure to ensure all resources can be utilized during times of crisis.

**IV. 07/06/09-07/07/09 Michael Jackson Memorial EOC Activation Corrective Action Plan**

No	Required Improvement	Corrective Action	Lead Agency	Timetable	Resources Required
1	Ensure that EOC responders are trained in the use and functionality of the WebEOC system.	Develop and schedule revised WebEOC training for EOC responders.	EMD	60 days	Existing EMD and ITA staff
2	Information flow from UPC to EOC should be standardized and come directly from the UCP in a timely manner. Updates should be forwarded to the EOC prior to public release.	Include Information sharing procedure in the Agency Rep Guide.	EMD	90 days	Existing EMD staff and contractors if available
3	UCP to stand up at the same time or prior to the EOC to ensure a clear picture of field operations	Pre-planning measures should include protocol for establishing UCP/EOC.	EMD	90 days	Existing EMD staff
4	LAPD's RACR division should be more proactive in providing the EOC with information regarding non related incidents that could potentially impact EOC/UCP focused operations.	As an advanced planning measure, include RACR and all "watch" type divisions in pre-planning briefings to understand the need for information sharing.	EMD	120 days	Existing EMD staff
5	Accommodations for foreign language and special need populations should always be a part of the early planning process.	Ensure information bulletins are processed in more languages other than English and include DOD staff in message crafting and dissemination process.	GSD and DOD	120 days	EMD staff, DOD staff and contractors if available
6	Reduce information gathering duplication of effort by Planning Section.	Involve divisions that have core functions of information gathering which could be utilized by the Planning Sections (i.e. Fire Prevention Bureau.)	EMD and FD	90 days	Existing EMD and FD staff

7	Fully ensure that all EOC workstations have supplies and provide for removal of sensitive information (i.e. shredders.)	Create EOC supplies checklist and provide weekly monitoring. Purchase and set up shredder in EOC.	EMD	30 days	Existing EMD staff
8	Capability to create situation status reports on one screen with an additional screen made available to view current information from other EOC positions.	Provide situation status leader workstation with toggle feature/additional screen to view two screens at same time.	EMD and ITA	90 days	Existing EMD and ITA staff
9	Confusion over feeding issues.	Feeding policy should be clearly stated to the UCP, field command personnel, EOC Management and Logistics to avoid confusion. Consideration of the City Logistics Annex (p. 13) should be referenced. Deputy Logistics Section Coordinator should be on standby at the discretion of the Section Coordinator, adding the Deputy after discussion with Logistics Section Coordinator and under extraordinary circumstances.	EMD and GSD	90 days	Existing EMD and GSD staff
10	Duplication of requests for cost information requires unnecessary time spent managing numerous requests	There should be a standard process for the request/sharing of cost information during, utilizing a central host or location for both.	EMD and CAO	120 days	Existing EMD and GSD staff
11	More effective implementation of impromptu teleconferences	Notices for impromptu teleconferences should be done via phone and email. A call out notification method should be considered			