

AGENDA
EMERGENCY MANAGEMENT COMMITTEE
Wednesday, June 6, 2012, 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 – Bruce Aoki
- Community Preparedness – Larry Meyerhofer
- Disabilities and Access and Functional Needs – Anna Burton
- Human Resources – Arnie Surmenian
- Information Technology – Greg Steinmehl
- Logistics – Eric Robles
- Operations – Rob Freeman
- Planning – Eric Baumgardner
- Shelter and Welfare – Albert Torres
- Training / Exercises– Quentin Frazier
- Others

III. December 2011 Windstorm EOC Activation After Action Report – 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>.

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.

CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

Date: May 30, 2012

To: Anna Burton, Chair
Emergency Management Committee

Emergency Management Committee Members

From: Rob Freeman, Operations Division Chief
Emergency Management Department

Subject: **DECEMBER 2011 WINDSTORM EMERGENCY OPERATIONS CENTER (EOC) ACTIVATION AFTER ACTION/CORRECTIVE ACTION REPORT**

Recommendation

That the Emergency Management Committee (EMC) approve and forward to the Emergency Operations Board (EOB) for approval the attached After-Action/Corrective-Action report regarding the December 2011 Windstorm Emergency Operations Center (EOC) Activation.

Executive Summary

Pursuant to terms of the City's Emergency Operations Master Plan and Procedures (Master Plan), the City's Emergency Management Department (EMD) is responsible for preparing an After-Action/Corrective Action Report for each activation of the City's EOC. On December 2, 1011, a joint decision was made by EMD, the Los Angeles Fire Department (LAFD) and the Office of the Mayor to activate the EOC at a Level II Alpha (Fire/EMS Lead) in order to support field activities associated with the wind storm. The EOC provided multi-agency coordination of information and resources.

The attached After-Action/Corrective Action report represents a summarization of individual reports from each of the affected EOC response agencies. Their comments provide an overview of the activation including specific recommendations for improvements in procedures. EMD will be the lead agency for implementing and tracking the recommended corrective actions in accordance with requirements of the National Incident Management System (NIMS). Questions regarding this report can be directed to me at rob.freeman@lacity.org or 213 484-4804.

Attachment

- DRAFT -



After Action/Corrective Action Report December 2011 Windstorm EOC Activation

May 30, 2012



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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). AAR/CARs are intended to assist the City of Los 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

December 2011 Windstorm

C. Event Date(s)

December 1-2, 2011

D. Event Location

Citywide high wind event and Red Flag fire condition alert

E. EOC Activation Duration

Two days. EOC activated at 0930 hours, Thursday, December 1, 2011, and deactivated at 1200 hours, Friday, December 2, 2011.

F. EOC Activation Lead Agency

Los Angeles Fire Department (LAFD)

G. EOC Activation Level

Level II ALPHA (Fire/EMS Lead)

H. EOC Activation Participating Agencies

- City Administrative Officer (CAO)
- City Attorney's Office
- 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 Bureau of Street Services (PW/BOSS)
- Department of Recreation and Parks (RAP)
- Department of Transportation (DOT)
- Department of Water and Power (DWP)
- American Red Cross

I. EOC Activation Chronology

At 0930 hours, December 1, 2011, the City of Los Angeles activated its EOC due to high wind conditions and a Citywide fire condition Red Flag Alert. The EOC was activated at Level II ALPHA (Fire Department lead). Staff from thirteen (13) City departments and agencies and representatives from the County of Los Angeles and the American Red Cross were notified and responded. A total of 26 responders staffed the activation for an "A Watch" that lasted from 0930 hours on December 1, 2011, to 0600 hours on December 2, 2011.

LAFD served as Lead Agency for the activation. EMD and LAPD served as Deputy Directors in support of LAFD. All five (5) Sections of the EOC were activated (Management, Operations, Planning and Intelligence, Logistics, and Finance and Administration).

The EOC was activated to support field response activities of LAFD, LAPD, LADWP, LADOT and PW/BOSS. The wind storm resulted in fallen trees, power outages, traffic signal outages and downed power wires and transformers throughout the City. The EOC activation allowed the City to focus and coordinate its response and resources to address the Citywide wind damage. By 1100 hours on December 1, 2011, the EOC was operational.

An EMD Bulletin was sent to all City departments and key outside agencies advising them of the activation providing initial information on the wind storm including National Weather Service forecast, advisories from LADWP, the Los Angeles County Department of Public Health, and information regarding persons with disabilities, access and functional needs. Information releases were sent to the media at 1400 hours and 1600 hours with specific information on the City's response and instructions for the public on what to do during a wind storm.

The City's 3-1-1 call center was staffed on a 24-hour basis to take non-emergency storm related calls from the public.

At 1630 hours, a Citywide conference call was held with 24 agencies participating. The purpose of the conference call was to provide an update in the situation status of the wind storm, get specific response information from the participating agencies and identify resource or mission tasking needs.

The EOC maintained a cycle of information gathering and sharing in response to the severe wind conditions that hit the City. All EOC department representatives were tasked with compiling current status of infrastructure damage, status of their current City services/customers, challenges to returning to normal operations and impacts as field response personnel worked to restore damages infrastructure and resumption of customer services.

The major field incidents monitored by the EOC included power outages, downed trees and continued Red Flag fire alert conditions.

The EOC adopted a modified coordination planning process utilizing a series of scheduled briefings and situation status report meetings every two to three hours. These meetings were coordinated by the Planning and Intelligence Section Coordinator with support from the EMD staffed Planning and Intelligence Section Deputy Coordinator.

The EOC established contact with Department Operations Centers (DOCs) for LAFD, LAPD, Recreation and Parks and Public Works Street Services Bureau in order to maintain situational awareness.

A total of 31 responders staffed the activation for the "B Watch" that lasted from 0600 hours to 1200 hours on December 2, 2011.

The EOC was deactivated at 1200 hours on December 2, 2011.

J. Synopsis

This EOC activation supported field activities of five major City response agencies: LAPD, LAFD, Public Works Street Services, LADWP and LADOT. Most of the incidents involved power outages, downed power lines and other storm related damage. The following synopsis covers branch/agency specific activities that were monitored and supported by the EOC Operations Section.

Fire/EMS Branch (LAFD)

- Logged and responded to 179 storm related incident calls
- Responded to seven (7) major downed power line incidents that required Fire Inspectors on scene
- These were taken over by brush patrols and engine companies
- Established an Incident Command Post at Fire Station 88
- Remained on Red Flag pre-deployment until 1500 hours on December 2, 2011

Law Enforcement Branch (LAPD)

- Transitioned operations from Occupy LA event to the Wind Storm
- Occupy LA Unified Command Post remained operational at Fire Station 4

Utilities Branch (LADWP)

- Reported 120,000 customer outages scattered throughout Los Angeles
- Areas hardest hit included Cypress Park, El Sereno, Glassell Park and Highland Park
- Deployed 110 field response crews
- Reported distribution line outages in Atwater and Griffith Park
- Dealt with short term threat to water supply in impacted areas
- Two pump stations were without power; one went to generator power
- No reports of gas service outages

Public Works Branch (Street Services Unit)

- Bureau was overwhelmed with calls on evening of December 1, 2011
- Most calls involved downed trees, some in combination with downed power lines
- By the end of the event more than 2000 incidents were reported
- Urban Forestry Unit responded to calls as rapidly as possible
- Field operations on December 1, 2011 were halted at 2100 hours for safety reasons and resumed on December 2, 2011 at 0630 hours
- Emergency crews remained on standby overnight

Mass Care Branch (Recreation and Parks)

- Power outage was reported at the Griffith Park Ranger Stations and DOC; restored by LADWP at 0305 hours on December 2, 2011
- Griffith Park was closed
- Elysian Park remained open with traffic being diverted through the park
- Reported storm related damage to 69 park properties

Transportation Branch (LADOT)

- Reported loss of traffic signal communications to 22 locations
- Traffic Control Officers were deployed to nine (9) affected intersections
- No reported street or freeway closures
- Enforced Red Flag parking restrictions; issued 70 citations and 8 vehicle impounds

Public Health (Los Angeles County)

- Public Health Advisories were issued by the County of Los Angeles in conjunction with EOC Public Health Advisor
- Advisories dealt with potential for carbon monoxide poisoning, food borne illnesses and other health concerns

II. Findings

(A) Practices to Sustain

1. EOC Process

The EOC Coordination Process developed by EMD provides a standardized structure and process for responders to follow during activations. Many elements of the process such as utilization of standing objectives, structured briefings and meetings worked well during this activation. This element, however, is one where refinements are needed for Level II events (see part B).

2. EOC NIMS Organization

The EOC staffing organization structure is based on NIMS, the National Incident Management System. As refined and developed by EMD, this organizational structure worked well during this activation, especially in the Operations Section. The seven (7) branch operations structure includes Utilities and Public Works. Both of these branches were heavily involved in this event.

3. EOC Training Program

The in-house EMD developed EOC training program (EOC 101/201/301 series) provided responders with a solid foundation for their respective and mutual responsibilities in the EOC. Those responders who completed the training performed well and were comfortable with their roles and responsibilities. EMD should continue this training program with the goal of reaching all members of departmental EOC response rosters.

4. Utilities Branch Information Sharing

The Operations Section, Utilities Branch did an outstanding job of collecting and sharing information regarding power outages. LADWP serves as Utilities Branch Director as well as Power System Unit Leader and Water System Unit Leader for the branch. The Power Unit in particular excelled in providing the Operations Section and EOC Management with timely, accurate and useful information on the status and scope of power outages during the event, as well as ongoing field repair work and anticipated service restoration times.

5. Public Information Management

The EOC PIO and Assistant PIOs worked cooperatively to develop and implement an effective emergency public information plan for this event. PIOs from LAFD, EMD, LAPD, LADWP and the Mayor's Office ran a successful joint information system in order to issue concise, accurate media releases and address questions from the media.

(B) Areas Requiring Improvement

1. EOC Process for Level II Activations

Not all elements of the EOC Coordination Process developed for full Level III activations were used during this event. Some aspects of the full process such as preparing formal written EOC Coordination Plans for incoming operational period shift changes were useful for such a limited duration event. EMD needs to develop a revised EOC process for Level II activations that recognizes the fluidity of shorter term events. There also needs to be more flexibility in the NIMS organization developed for Level II events where branch and unit activation is situational and flexible.

2. Web EOC Familiarity/Training

Responders in this event reported they were not familiar with the details of system usage. As reported in previous EOC Activation After Action Reports, EOC responders need greater familiarity with the WebEOC application. EMD needs to complete ongoing revisions and upgrades to the application and provide comprehensive training for EOC responders.

3. Utilities Branch Communications/Technology

The Utilities Branch did an outstanding job of collecting and sharing information regarding power outages in this event, despite their intranet security protocols that hindered their ability to freely access key LADWP information systems in the City EOC. EMD, ITA and LADWP need to continue to work together to identify Water and Power communication systems (especially data) capabilities and adjust accordingly, within security protocols, to facilitate access to the EOC Utilities Branch responder work station

4. Public Works Mutual Aid

During this event, PW/BOSS was overwhelmed by the volume of incidents requiring field response, especially downed trees. This issue was a regional problem with many cities in the County reporting similar or greater volume of incidents. PW/BOSS was approached by LA County Public Works to provide assistance to other jurisdictions. They were fully engaged responding the volume of incidents within the City. The Windstorm event underscored the need to review the status and capability of Public Works Mutual Aid within the County and Region.

III. Conclusion

The December 2011 Windstorm EOC activation was a successful planned Level II event. The decision to activate was based on weather forecasting and advance information from LAFD regarding the potential for widespread wind related damage. Coming on the heels of the Level I (Citywatch) activation for the Occupy LA camp shut down, the was able to effectively transition from a localized public assembly/disorder event to a more widespread weather event.

Agency response to the EOC was rapid and effective. Under LAFD lead and EMD guidance, an EOC NIMS organizational structure was rapidly put into action and began collecting and sharing situation status information regarding wind related damage and response activities. The Operations Section Fire, Law, Utilities, Public Works and Mass Care Branches did an outstanding job of providing real time information to EOC Coordination Staff and Management. In particular, LADWP worked diligently to provide the EOC with rapid, up to date information on power outages and anticipated time of service restoration. The EOC PIO team executed an effective public information plan that drew on resources from multiple departments and sources.

The EOC coordination process worked well but there is a need to refine and revise the specific planning and meeting processes used in Level II activation. Current processes are geared primarily for sustained Level III events. The WebEOC application was used but there is a need for revision and updating to that application as well as a need for ongoing responder training.

Overall the activation was successful in terms of maintaining Citywide situational awareness and providing resources as needed to support field operations. A list of specific recommended corrective actions is included in the attached matrix.

IV. December 2011 Windstorm EOC Activation Improvement Plan - Recommended Corrective Actions

| No. | Required Improvement | Corrective Action | Lead Agency | Timetable | Resources Required |
|------------|--|---|----------------------|------------------|---------------------------------------|
| 1 | Refine the EOC Coordination Process for Level II events | Develop a revised EOC Coordination Planning Process specifically for Level II events. | EMD | 30 days | Existing EMD staff and EOC Task Force |
| 2 | Improve the WebEOC application and related training | Develop a revised, more contemporary WebEOC application and related training | EMD and ITA | 90 days | Existing EMD and ITA staff |
| 3 | Provide Utilities Branch with improved communications capabilities | Provide a link between the EOC and LADWP systems for power and water situation status | EMD, LADWP and ITA | 90 days | Existing EMD, LADWP and ITA staff |
| 4 | Enhance the mutual aid capabilities for Public Works | Review current Public Works mutual aid protocols and identify areas for improvement | EMD and Public Works | 60 days | Existing EMD and Public Works staff |