

AGENDA
EMERGENCY MANAGEMENT COMMITTEE
Wednesday, June 4, 2014, 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 – Paul Hernandez
- Human Resources – Arnie Surmenian
- Information Technology – Joyce Edson
- Local Hazard Mitigation Planning – Gabriela Noriega
- Logistics – Eric Robles
- Operations – Rob Freeman
- Planning – Michelle Riebeling
- Shelter and Welfare – Brian Lam
- Training / Exercises– Quentin Frazier
- Others

III. 2015 Special Olympics – Maria Acosta

IV. 2014 Los Angeles Marathon Emergency Operations Center Activation After Action Report/Corrective Action Plan – Rob Freeman

V. Old / New Business

VI. 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>.

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CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE



Date: May 28, 2014

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

From: Quentin Frazier, Training and Exercise Officer
Emergency Management Department

Subject: **2014 LOS ANGELES MARATHON EMERGENCY OPERATIONS CENTER (EOC) ACTIVATION AFTER ACTION REPORT/CORRECTIVE ACTION PLAN**

Recommendation

That the Emergency Management Committee (EMC) approve the attached 2014 Los Angeles Marathon Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan (AAR/CAP) and forward to the Emergency Operations Board (EOB) for approval.

Summary

The EOC was activated as a planned measure to provide effective Citywide coordination of information and resources for the 2014 Los Angeles Marathon. The Emergency Management Department consulted with the Los Angeles Police Department (LAPD), the Los Angeles Fire Department (LAFD) and the Office of the Mayor during the pre-event planning and the collective decision was made to activate the EOC to Level II ALPHA (Fire/EMS Lead).

The EOC was activated at 0500 on March 9, 2014 and provided support to field response agencies. The attached AAR/CAP provides a summary of the activation, identifies involved departments and agencies, and details the recommendations for future activations of the EOC.

Attachment

- DRAFT -



After Action Report/Corrective Action Plan 2014 Los Angeles Marathon EOC Activation

May 28, 2014



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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 Plan (AAR/CAP) following all activations of the City's Emergency Operations Center (EOC). AAR/CARs are intended to assist the City of Los Angeles analyze its EOC activation, staffing and management processes in order to document the following:

- Procedures and protocols to sustain and build upon
- EOC operational elements and processes to improve
- Improvement plan with recommended corrective actions, responsibilities and timelines

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 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

2014 Los Angeles Marathon Emergency Operations Center (EOC) Activation

C. Event Date

March 9, 2014

D. Event Location

City of Los Angeles Emergency Operations Center
500 E. Temple Street, Los Angeles, CA 90012

E. EOC Activation Duration

One (1) day: The EOC was activated at 0500 hours on Sunday, March 9, 2014, and deactivated at 1700 hours on Sunday, March 9, 2014.

F. EOC Activation Lead Agency

Los Angeles Fire Department (LAFD)

G. EOC Activation Level

Level II ALPHA (Fire/EMSLead)

H. EOC Activation Participating Agencies

- American Red Cross (ARC)
- City Administrative Officer (CAO)
- Department on Disability (DOD)
- Department of Public Works Bureau of Engineering (PW/BOE)
- Department of Public Works Bureau of Street Services (PW/BOSS)
- Department of Recreation and Parks (RAP)
- Department of Transportation (LADOT)
- Department of Water and Power (LADWP)
- Emergency Management Department (EMD)
- General Services Department (GSD)
- Information Technology Agency (ITA)
- Los Angeles County Office of Emergency Management (LAC OEM)
- Los Angeles Fire Department (LAFD)
- Los Angeles Police Department (LAPD)
- Los Angeles Unified School District (LAUSD)
- Office of the Mayor

I. EOC Activation Chronology

The EOC was activated as a planned measure to provide effective Citywide coordination of information and resources for the 2014 Los Angeles Marathon. EMD consulted with LAPD, LAFD and the Office of the Mayor during the pre-event planning. The collective decision was made to activate the EOC to Level II ALPHA (Fire/EMS Lead).

The EOC was activated to provide support to field response agencies and to ensure effective coordination and management of Citywide response should the event escalate or specific incidents occur. This included coordination with Department Operations Centers (DOCs) for LAPD and LAFD.

The EOC worked in conjunction with a Multi-Agency Coordination Center (MACC) that was established in the EOC Media Center/Conference Room. The mission of the MACC was to coordinate field operations across jurisdictional lines including the City of Los Angeles, County of Los Angeles, City of Santa Monica, City of Beverly Hills, the Veterans Administration and the Marathon organizers. Each jurisdiction provided representatives from their respective Law Enforcement and Fire/EMS agencies. This EOC activation AAR/CAP will address EOC to MACC coordination issues.

The planned activation of the EOC took place at 0500 hours on March 9, 2014, with pre-determined National Incident Management System (NIMS) positions staffed by City agencies. All five (5) NIMS functional EOC sections were activated: Management, Operations, Planning and Intelligence, Logistics, and Finance and Administration.

The Operations Section activated the following Branches: Law, Fire, Mass Care, Public Works, Transportation, and Utilities.

The Planning and Intelligence Section coordinated a scheduled series of management and coordination meetings using a pre-established Concept of Operations, EOC Coordination Plan, meeting agenda templates and situation reporting format developed by EMD. This included regular situation briefings and status updates regarding key issues. Meetings were held as follows:

0530 – Director Face-to-Face Meeting

The EOC Director and Deputy Directors met with Management Section staff to review the pre-established EOC Concept of Operations and EOC Coordination Plan. The following objectives were confirmed.

Management Objectives

- Facilitate multi-agency, Citywide coordination as needed in the EOC
- Ensure information sharing is maintained between the EOC and the UCP, MACC and any activated City DOC
- Provide support to the UCP in the event emergency services are required
- Gather information and intelligence from appropriate agencies and resources

Coordination Objectives

- Maintain situational awareness on Marathon activities and impacts to the City
- Monitor media coverage and coordinate emergency public information related to the Marathon
- Provide mass care coordination in support of field evacuations if an incident were to occur within the City portion of the event
- Facilitate policy direction if needed
- Coordinate and share information with the UCP, MACC, activated City DOCs, and other applicable jurisdiction EOCs
- Provide resource support to the City UCP if requested
- Keep executives and elected officials informed regarding significant Marathon related incidents and overall EOC status
- Prepare a Mass Care Plan by 0900 to activate:
 1. Family Reunification Center(s)
 2. Shelter Site(s) to accommodate 100 people inclusive of persons with disabilities and others with access and functional needs
- Ensure the MACC is provided with EOC briefings and that EOC Management attends all MACC briefings

0600 – General EOC In-Coming Briefing

The EOC Director and Deputy Directors addressed all EOC responders in the Main Coordination Room (MCR) and provided a brief summary of the event, including role and relationship of the EOC with the UCP, MACC and activated DOCs.

1000 hours – Coordination Meeting

The Planning and Intelligence Section gave Management an update on the current situation.

Situation Report

The Marathon event began at 0655 hours with the Hand Cycle Race, followed at 0700 with the Wheelchair Race, the Elite Women's Race at 0708 and the Elite Men's and Full Field Races at 0725 hours. LADOT has begun to move traffic signals to normal operations and has begun opening streets from Dodger Stadium to Chinatown north of Cesar Chavez Street. Confirmed reports of people breaking barrier tape along the route; LAPD has resolved the issue.

The UCP is reporting a weather related safety concern. Temperatures are running 2 to 3 degrees higher than forecasted. The UCP reports a concern at mile marker 16/17 in Culver City. They are looking at a high of 83 degrees that will be the hottest point of the race. The bulk of slower runners will hit those mile markers at approximately 1100 hours

Additional Significant Event Information

The following "Soft Spots" along the route have been identified by Law Enforcement with potential vulnerability to targeting by terrorists. No specific intelligence or specific threats have been reported. These locations are identified primarily due to their potential for large crowds gathering from tourism, start and finish line viewing accessibility, and proximity to large commercial and retail areas.

- Dodger Stadium – Race Start
- Hollywood and Highland
- Hollywood and Vine
- Little Santa Monica and Santa Monica
- Santa Monica and Veteran
- San Vicente and Montana
- Montana to 26th
- Ocean Avenue, Santa Monica Race Finish Line (City of Santa Monica)

The Operations Section provided an overview of current priority support missions and anticipated challenges. Each Section Coordinator reported on their situation and any conflicts that required resolution.

Law Enforcement

- Maintaining liaison with LAPD DOC (RACR) for situational awareness
- WebEOC updated regarding Law Branch and LAPD DOC status
- No injuries reported
- No significant activities to report
- Law Branch following EOC Coordination Plan and Event Action
- No arrests reported

Fire/EMS

- Fire/EMS main priority is to assess all risks to race participants and spectators
- 3 public injuries reported and confirmed (2 race participants and 1 spectator)
- 2 patients transported to hospital for fatigue
- No evacuations ordered
- Projected slight increase in EMS incidents as temperatures increase

Transportation

- LADOT Parking Enforcement traffic officers and supervisors deployed for traffic control
- ATSAC camera support requested and provided
- Transportation Plan developed and disseminated including street closures and reopening
- Street closure and reopening information posted on WebEOC
- Streets being reopened as soon as possible

Public Works

- Bureau of Sanitation and Bureau of Street Services field crews on stand-by
- Street Services providing rapid and efficient street cleaning and coordination with DOT for reopening streets
- No significant incidents to report

Utilities

- Proactively monitoring utilities outages and their impact to the Marathon event
- No issues to report regarding power, water or gas services
- 674 customers out of service; not related to event

Mass Care

- Mass Care and Shelter Plan developed for this event in coordination with the UCP and the Advanced Event Plan
- The following sites were identified and placed on stand-by for use as a Shelter or Family Reunification Center
 - Bellevue Recreation Center
 - Downey Recreation Center
 - Pan Pacific Park Recreation Center
 - Westwood Recreation Center
 - Cheviot Hills Recreation Center
 - Barrington Recreation Center
 - Palisades Recreation Center
 - Poinsettia Recreation Center
- Mass Care Branch continues to monitor the situation
- Branch will ensure that any site activated is ADA compliant and is fully accessible to those with disabilities and others with access and functional needs

Management - Public Information Officer

- EMD released an informational bulletin to City staff regarding the Los Angeles Marathon event and activation of the City EOC
- Traffic information linked and posted on City website

- General public information posted on EMD Facebook and Twitter social media Internet sites
- Media Advisory regarding street closures released in advance of event

Logistics Section and Finance and Administration Section reported no significant issues

1430 hours – Coordination Meeting

The Planning and Intelligence Section gave Management an update on the current situation.

Situation Report

Marathon event continues without incident. Early in the race a suspicious package was detected at Hollywood Blvd. and Hillhurst Avenue. LAPD Bomb Squad responded and cleared the package which turned out to be a duffle bag.

Twenty-one thousand three hundred and seventy-five (21,375) runners have passed Mile Marker 18 (border of City of Los Angeles and City of Beverly Hills) and approximately 11,700 runners have completed the course.

Event organizers report that Public Works Bureau of Street Services sweepers are behind schedule based on higher than expected debris from water stations. The sweepers from the surrounding cities are on schedule and have begun opening streets ahead of the City of Los Angeles.

DOT continues to move traffic signals to normal operations and streets are open from Dodger Stadium to Century Park East. Street closures will only remain in effect per the LA Marathon Street Closure Plan. Any runners on the route that are behind the City DOT and Street Services vehicles are being moved onto the sidewalks.

LAFD re-distributed first aid supplies from first aid stations at the beginning of the route to the first aid stations at the end of the route based on higher use and depletion of supplies.

The City of Santa Monica reported a shortage of rescue transportation resources due to heat related medical issues. They have requested assistance through the MACC for additional resources. Ten (10) ambulances were sent from LAFD, Beverly Hills and Los Angeles County Fire Department.

There was also a lack of medical supplies needed for heat related casualties (i.e., ice packs, bandages, etc.) The County of Los Angeles is handling resource request through the Department of Health Services

Additional Significant Event Information

None of the “Soft Spots” on the route have experienced incidents or unusual occurrences. There is still no intelligence on any specific terrorism threats to these or any other location.

Management - Public Information Officer

City Public Information Officers have regularly updated social media sites to inform the public regarding street reopening.

The Operations Section provided an overview of current priority support missions and anticipated challenges.

Law Enforcement

- Continue liaison with LAPD DOC for situational awareness updates to EOC
- No likely threats at this time
- No arrests to report
- Bomb Squad response incident logged on to WebEOC (Hollywood and Hillhurst)

Fire/EMS

- Total of 45 injuries reported for event
- LAFD transported 9 patients to hospitals
- 10 ambulances sent to Santa Monica from LA County, Beverly Hills
- Increased EMS activity due to heat in City of Los Angeles and Santa Monica

Transportation

- Street reopening proceeding well
- Continue to support ATSAC camera plan access
- Street closure and reopening information posted on WebEOC

Public Works

- Due to high temperatures, large amounts of debris on sidewalk areas requiring additional resources to clean
- Staff resources needed for water station cleanup
- Continuing to complete street cleanings to support reopening by DOT

Utilities

- Continuing to update EOC on power outages; no event related outages at this time

Mass Care

- Mass Care and Shelter Plan still on standby
- Sites identified but not activated
- Coordinated mapping of sites with GIS Unit
- Developed list of additional potential sites
- No specific mass care missions at this time

Logistics Section and Finance and Administration Section reported no significant issues.

1530 hours – Demobilization Meeting

Discussed deactivation of the EOC at 1700 hours. Considered going down to Level I at 1600 hours for one hour, but remained at current level until deactivation at 1700 hours.

II. Synopsis

In previous Los Angeles Marathons, the City EOC was activated at Level I along with a MACC. Based on the experiences of the 2013 Boston Marathon, the City determined it would be prudent to activate the EOC at a Level II ALPHA to ensure adequate situational awareness, intelligence sharing and resource coordination. This was done in an abundance of caution. Fortunately the 2014 Los Angeles Marathon went forward peacefully and the EOC remained in a monitoring and support role.

The activation provided an opportunity to support more full EOC operations with MACC operations in the same facility. EOC and MACC Management Staff worked together effectively although more specific procedures for this dual activation are needed. The EOC supported a Joint Information Center for both the MACC and EOC with our Public Information Officers (PIOs).

Hot weather caused some concerns that were addressed by both the MACC and EOC with the redeployment of resources. The EOC Operations Section Branches worked effectively on basic coordination issues such as street closures and reopening, street cleaning and mass care and shelter capabilities.

The 2014 Marathon concluded peacefully and the EOC was deactivated at 1700 hours without incident.

A. Major Developments

The EOC was activated at 0500 hours to provide support to the Unified Command Post set up in City Hall East (P4) and the MACC in the EOC Media Center/Conference Room. The decision to activate the EOC was made jointly by EMD, LAFD and LAPD in coordination with the Office of the Mayor. LAFD served as Director of the EOC under unified coordination, with EMD and LAPD providing Deputy Directors. This model mirrored and supported the Unified Command organization established in the field.

The EOC was organized according to the Incident Command System (ICS) and federal Emergency Support Functions. Sections were staffed for Management, Operations, Planning & Intelligence, Logistics and Finance & Administration. ICS Branches within Operations were established for Law, Fire, Mass Care, Public Works, Transportation, and Utilities.

The Management Section provided overall leadership of the EOC organization and utilized the coordination planning process developed and refined by EMD. This continued the trend of effective management by objectives and was the first time event specific objectives were developed for the EOC in advance of the activation in concert with the field level Advanced Event.

The Planning & Intelligence Section collected, analyzed and disseminated information from field, Department Operations Center (DOC), MACC and media sources. The Section maintained situational awareness, coordinating the assembling of section situation reports, setting meeting agendas and facilitating all meetings conducted in the Management Room.

The Operations Section consisted of Branches as previously defined. The Branch activities focused primarily on monitoring the status of the Marathon race event including both participants and observers. Branches provided timely situation reports according to a schedule set by the Planning and Intelligence Section. These reports were incorporated into the full EOC Situation Reports and were discussed fully at the two (2) Coordination Meetings. These reports were also summarized in this After Action Report.

Once the Marathon activities concluded, the UCP and MACC communicated initiation of demobilization planning; the EOC was deactivated at 1700 hours. The EOC transitioned its operations to EMD Duty Officer status.

B. Core Capabilities

This event provided an opportunity to assess the following EOC core capabilities:

- Intelligence and Information Gathering and Sharing
- DOC to EOC communications using the WebEOC system
- EOC Coordination Planning Processes
- Development of an Advanced EOC Coordination Plan
- Development of a proactive Mass Care and Shelter Plan

C. EOC Objectives

The EOC utilized pre-developed objectives as defined in an Advance EOC Coordination Plan, as described on page 4 of this report. These objectives were modified as needed during the activation. With only one operational period, no EOC Coordination Plan was developed for an incoming B Watch.

III. Findings

A. Practices to Sustain

The following EOC practices were reported as effective by responders and are recommended to be sustained.

1. Level II EOC Coordination Planning Process

The established coordination planning process developed by EMD that incorporates scheduled situation briefings, structured situation reporting formats, and set agendas was very effective. Development of an event specific Advanced EOC Coordination Plan with objectives tied to support of the UCP's Advanced Event Plan was also very effective. It is recommended that this practice be sustained for all future planned events such as the Marathon, May Day, etc.

2. Use of Multi-Agency Coordination Center (MACC)

Over the past few years, the City and its partners have developed an effective MACC process and structure. This process brings together all of the key jurisdictions and disciplines to coordinate the Marathon as a regional event. This year, the City EOC was activated at a Level II and both the LAPD and LAFD DOCs were activated. This combination provided the City's field responders with a very complete level of support and ensured good situational awareness of all facilities. Collocation of the MACC and EOC, and their proximity to the key DOCs, helped develop a true common operating picture of the event. It is recommended that this approach be used for future Los Angeles Marathons.

3. EOC Facilities Readiness

Responders commented favorably on the cleanliness and physical state and organization of the EOC Main Coordination Room, Media Center (MACC) and support rooms. The EOC has been in operation for five (5) years and responders noted it remains a well organized and maintained facility. Responders also commented on the effectiveness of EMD staff who served as Section Coordinator (Planning and Intelligence, Deputy Section Coordinator (Operations), EOC Coordinator and Management Support Staff, reporting that they were helpful and knowledgeable.

4. Mass Care and Shelter

The EOC Operations Section Mass Care Branch worked effectively before and during the Marathon event to develop a comprehensive Mass Care Plan with contingencies for a worst case scenario. The Branch "leaned forward" in a cohesive manner leveraging the effective partnership between its member agencies. Shelter and Family Reunification Sites were identified and placed on stand-by. The Branch ensured that these sites could accommodate the needs of persons with disabilities and others with access and functional needs in a responsible manner. It is recommended that this practice and teamwork be sustained for future planned events.

B. Areas Requiring Improvement

The following areas were reported as requiring improvement.

1. Multi-Agency Coordination Center (MACC) Interface with EOC and DOCs

Although use of the MACC for the Marathon event continues to provide effective regional coordination, especially between respective law enforcement and fire service agencies and jurisdictions, there is a need for more well defined procedures for how the MACC works with both the City EOC and DOCs. The 2014 Marathon was the first event where the EOC was activated at Level II. Both centers would benefit from more formal written policies, procedures and processes regarding intelligence gathering, situational awareness and resource management.

2. DOC Use of WebEOC

Both the LAPD and LAFD DOCs were able to use WebEOC to enter event and incident specific information and share that with the EOC. At present, only a very basic level of reporting is available and that is limited to the LAFD and LAPD DOCs. This capability needs to be more fully developed and made available to other DOCs. EMD and ITA should reprioritize the development of the EOC to DOC component of WebEOC and develop a similar capability for all DOCs. Key information regarding street closures and reopening as well as law enforcement incidents was posted in WebEOC. This capability needs to be extended to Utilities, Public Works and Mass Care Branches and the DOCs that support these EOC functions.

3. Advanced Event Mass Care Planning

Although the EOC Mass Care Branch performed very well in this event, there were some coordination problems with the Advanced Event Planning. Key mass care issues, specifically those related to persons with disabilities and others with access and functional needs, were not addressed with specific clarity and promptness prior to the 2014 Marathon. EMD and its Mass Care Partners (Recreation and Parks, Department on Disability, American Red Cross and LAUSD) need to ensure that field level advanced event planning fully addresses these concerns and that City policies related to compliance with the Americans with Disabilities Act (AA) are addressed proactively. This will require awareness training as well as better event planning.

4. EOC Training

Many EOC responders still lack necessary training. EMD provides a series of three EOC responder training course which are required for staff in order to work in the EOC. The numbers were better for this event than the December 4, 2013, EOC Functional Exercise, but approximately 30% of EOC responders for this event had not completed required EOC training. It is recommended that EMD, with the support of the Office of the Mayor, establish and enforce clear training requirements for EOC responders.

IV. Conclusion

The 2014 Los Angeles Marathon event provided another opportunity to use the Level II EOC coordination process, forms and procedures. These have proven to be effective as evidenced by the level of cooperation and coordination between EOC responder agencies. Additionally, the now five (5) year old City EOC remains a well maintained and managed state-of-the art facility. Continued improvements are recommended in the areas of EOC responder training, MACC to EOC DOC procedures, WebEOC access for DOCs, and better understanding and use of established mass care and shelter practices.

The following matrix identifies specific recommended corrective actions.

V. 2014 Los Angeles Marathon EOC Activation Corrective Action Plan

No.	Required Improvement	Corrective Action	Lead Agency	Timetable	Resources Required
1	Multi-Agency Coordination Center (MACC) Interface with EOC and DOCs	Establish more formal written procedures and policies on how the MACC works with both the City EOC and DOCs	EMD	90 days	Existing EMD staff resources; EOC Task Force
2	DOC Use of WebEOC	Expand DOC access to WebEOC to agencies other than LAPD and LAFD	EMD and ITA	120 days	Existing EMD, ITA, DOC staff resources
3	Advance Event Mass Care Planning	Ensure that the City's Mass Care Partners participate in field and EOC level advance event planning and that established practices regarding ADA compliance are used	EMD, Recreation and Parks, and Department on Disability	90 days	Existing EMD, Rec and Parks and DoD staff resources
4	EOC Responder Training	Continue EOC responder training and enforce training requirements for responders	EMD and Office of the Mayor	120 days	EMD and Mayor's Office staff resources