AGENDA
City of Los Angeles
EMERGENCY OPERATIONS BOARD

REGULAR MEETING

Monday, March 16, 2015
1:30 P.M.
Media Center Conference Room
Emergency Operations Center
500 E. Temple Street, Los Angeles, CA 90012

Members of the public are invited to address the Emergency Operations Board on any item on the agenda prior to action by the Board on that specific item. Members of the public may also address the Board on any matter within the subject matter jurisdiction of the Board. The Board will entertain such comments during the Public Comment Period. Public comment will be limited to two (2) minutes per individual for each item addressed, unless there are more than ten (10) comment cards for each item, in which case the public comment will be limited to one (1) minute per individual. The aforementioned limitation may be waived by the Chair of the Board.

(NOTE: Pursuant to Government Code Section 54954.3(b) the legislative body of a local agency may adopt reasonable regulations, including, but not limited to, regulations limiting the total amount of time allocated for public testimony on particular issues and for each individual speaker.)

Members of the public who wish to address the Board are urged to complete a Speaker Card and submit it to the Executive Assistant prior to commencement of the public meeting. The cards are available at the sign in table at the meeting or the Emergency Management Department public counter, Room 1533, City Hall. However, should a member of the public feel the need to address a matter while the meeting is in progress, a card may be obtained from the Executive Assistant to the Board, who will submit the completed card to the Chair of the Board prior to final consideration of the matter.

It is requested that individuals who require the services of a translator contact the Board Secretary no later than the day preceding the meeting. Whenever possible, a translator will be provided.

Sign language interpreters, assistive listening devices, or other auxiliary aids and/or services may be provided upon request. To ensure availability, you are advised to make your request at least 72 hours prior to the meeting you wish to attend.

NOTE: The meeting is tape-recorded and the tape is kept for 30 days.

I. Declaration of Quorum; Introductions; Approval of January 26, 2015 Minutes

II. Action Items

A. 2014 Emergency Operations Center Functional Exercise After Action Report/Improvement Plan – Quentin Frazier

Recommendation
That the Emergency Operations Board, as recommended by the Emergency Management Committee, approve and forward to the Mayor for transmittal to the City Council, the attached 2014 Emergency Operations Center (EOC) Functional Exercise After Action Report/Improvement Plan.

B. 2014 Sunset Water Main Break EOC Activation After Action Report/Corrective Action Plan – Rob Freeman

Recommendation
That the Emergency Operations Board, as recommended by the Emergency Management Committee, approve and forward to the Mayor for transmittal to the City Council, the 2014 Sunset Water Main Break EOC Activation After Action Report/Corrective Action Plan.

III. Information Items

A. Public Health Update – Steve Dargan

B. Citywide Disability Access and Functional Needs Project Status – Paul Hernandez

C. 2015 Spring Emergency Management Workshop – Larry Meyerhofer

D. 2015 Special Olympics – Dennis Kato/Michael Greenup

E. FEMA Emergency Temporary Housing Sites – Alen Pijuan

F. Emergency Management Accreditation Program – Carol Parks

G. Los Angeles Fire Department Reorganization & Pulsepoint - John Ignatczyk

H. Other Announcement – Board Members

IV. Presentations (as requested)

V. Public Comment Period

VI. Adjournment

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

CITY of LOS ANGELES
EMERGENCY MANAGEMENT DEPARTMENT
"IN OMNIA PARATUS"

Date: March 5, 2015

To: Charlie Beck, Chair
Emergency Operations Board

Emergency Operations Board Members

From: Anna Burton, Executive Assistant
Emergency Operations Board

Subject: **CITY OF LOS ANGELES 2014 FUNCTIONAL EXERCISE AFTER ACTION REPORT/IMPROVEMENT PLAN**

Recommendation

That the Emergency Operations Board, as recommended by the Emergency Management Committee, approve and forward to the Mayor for transmittal to the City Council, the City of Los Angeles 2014 Functional Exercise After Action Report/Improvement Plan.

Executive Summary

On November 20, 2014, the City of Los Angeles Emergency Operations Center (EOC) was activated as part of a city-wide Functional Exercise (FE). This exercise was planned for eight (8) hours with a primary focus on the City's EOC processes and information sharing among capabilities. Twenty-one (21) City departments activated their Department Operations Center (DOC) or Bureau Operations Center (BOC) to coordinate and communicate with the City EOC. All impacts of the scenario, a 7.1 earthquake on the Puente Hills Fault, were simulated; however, EOC and DOC responders were required to perform their emergency responsibilities in accordance with plans and procedures as if the incident were real.

The attached report provides a summary of the activation, identifies involved departments and agencies, and details the recommendations for future activations of the EOC. EMD will track areas recommended for improvement and, as appropriate, report back through the Emergency Operations Board.

Attachment – City of Los Angeles 2014 Functional Exercise After Action Report/Improvement Plan

CITY OF LOS ANGELES

INTER-DEPARTMENTAL CORRESPONDENCE

CITY of LOS ANGELES
EMERGENCY MANAGEMENT DEPARTMENT
"IN OMNIA PARATUS"

Date: March 4, 2015

To: Anna Burton, Emergency Management Committee Chair
Emergency Management Committee Members

From: Rob Freeman, Operations Division Chief
Emergency Management Department

Subject: **CITY OF LOS ANGELES 2014 FUNCTIONAL AFTER ACTION REPORT/IMPROVEMENT PLAN**

Recommendation

That the Emergency Management Committee (EMC) approve the attached 2014 City of Los Angeles 2014 Functional Exercise After Action Report/Improvement Plan (AAR/CAP) and forward to the Emergency Operations Board (EOB) for approval.

Summary

On November 20, 2014, the City or Los Angeles Emergency Operations Center (EOC) was activated as part of a city-wide Functional Exercise (FE). This exercise was planned for eight (8) hours with a primary focus on the City's EOC processes and information sharing among capabilities. Twenty-one (21) City departments activated their Department Operations Center (DOC) of Bureau Operations Center (BOC) to coordinate and communicate with the City EOC. All impacts of the scenario, a 7.1 earthquake on the Puente Hills Fault, were simulated; however, EOC and DOC responders were required to perform their emergency responsibilities in accordance with plans and procedures as if the incident were real.

The attached report provides a summary of the activation, identifies involved departments and agencies, and details the recommendations for future activations of the EOC. EMD will track areas recommended for improvement and, as appropriate, report back through the Emergency Management Committee and Emergency Operations Board.

Attachment – City of Los Angeles 2014 Functional Exercise After Action Report/Improvement Plan

City of Los Angeles 2014 Functional Exercise

November 20, 2014

After-Action Report/Improvement Plan

Publication Date: February 5, 2015

Supported by CPARS Consulting, LLC

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EXERCISE OVERVIEW

Exercise Name	**City of Los Angeles 2014 Functional Exercise**
Sponsor	City of Los Angeles Emergency Management Department (EMD)
Exercise Dates/ Times	Thursday, November 20, 2014 Start of Exercise (StartEx): 8:00 a.m. End of Exercise (EndEx): 4:00 p.m.
Scope	This exercise was a city-wide Functional Exercise (FE), planned for eight (8) hours with a primary focus on the City Emergency Operations Center (EOC) at 500 E. Temple Street, Los Angeles, CA 90012. Nearly twenty (20) City Departments activated their respective Department Operations Centers (DOCs) at various locations throughout the City to coordinate and communicate with the City EOC during the exercise. Exercise play was limited to EOC and DOC responders and liaisons from respective stakeholder groups that reported to the EOC or appropriate DOCs (e.g., Non-Governmental Organizations [NGOs], private industry, contract services). The exercise did not include the actual mobilization of resources to simulated incident locations. While all impacts of the scenario were notional; EOC and DOC responders were required to perform their emergency responsibilities in accordance with plans and procedures as if the incident were real.
Mission Area	Response
Core Capabilities	• Operational Communications • Operational Coordination • Planning • Situational Assessment
Goal	Conduct an EOC Functional Exercise that demonstrates the City of Los Angeles' EOC/DOC process development and information-sharing capabilities.
Objectives	• Effectively demonstrate the documented planning process within the EOC during the reactive phase of a major earthquake (i.e., specific in the first six [6] hours). • Effectively demonstrate the collection, prioritization, documentation, dissemination, and display of critical information within the EOC during the reactive phase of a major earthquake. • Effectively demonstrate the collection, prioritization, documentation and dissemination of critical information between the EOC, active DOCs and

external agencies in a timely manner.

- Demonstrate effective leadership, teamwork, problem-solving and cooperation within the EOC (Units to Branches, to Sections, to Management, etc.).
- Within six (6) hours from the time of the request being received from the EOC, and in coordination with the Personnel Department, effectively demonstrate the activation of the City's Disaster Service Worker (DSW) program using the defined EOC process.

Threat or Hazard

Natural Hazard/Major Earthquake

Scenario Synopsis

A magnitude 7.1 (Richter Scale) earthquake occurred in the early morning hours (approximately 6:15 a.m.) on Thursday, November 20, 2014 (the day of the exercise) on the Puente Hills Fault. Ground shaking extended throughout large sections of the metropolitan area and continued for approximately one full minute. The area within twenty-five (25) miles of the fault, including major portions of the City of Los Angeles, was subjected to shaking strong enough to cause considerable damage to ordinary buildings and great damage to poorly built structures (intensities of 8.7 to 9.5 on the Modified Mercalli Scale). Soil liquefaction occurred in some areas, adding to the destruction. There were multiple major incidents resulting from the earthquake, including structural collapses, fires, hazardous materials releases, transportation impediments, utility outages, water main breaks, injuries, trapped persons, and deaths. These impacts affected a region with a population approaching thirteen (13) million. City of Los Angeles first responders immediately began conducting windshield assessments (simulated) to determine the level of damage to the City and reported their findings to appropriate DOCs and the City EOC. City DOCs activated almost immediately as each department responded to applicable consequences of the earthquake. Once activated, the City EOC began working to establish Situation Awareness (SA) and development of a Common Operating Picture (COP) for the entire City.

Two aftershocks occurred during the exercise to progress the scenario and emphasize a need for damage re-assessments, the accounting for city staff and responders, and the safety and health of first responders:

- 10:10 a.m. of Magnitude 5.6 on the Elysian Park Fault in the City of Pico Rivera
- 2:20 p.m. of Magnitude 5.0 on the Puente Hills Fault near Vernon

Participating Organizations

The government of the City of Los Angeles is comprised of an Executive (the Mayor), City Council and forty-three (43) City Departments and Bureaus. Collectively, these agencies comprise the City's Emergency Operations Organization (EOO), a "department without walls" responsible

for the City's emergency preparations (planning, training, exercising, and mitigation), response, and recovery operations. Each member of the EOO was invited to participate in the 2014 Functional Exercise by either activating their respective DOC or deploying staff to the City EOC as appropriate. In addition, relevant stakeholders and emergency counterparts were invited to rehearse their respective roles in the EOC in accordance with agreements and procedures (e.g., NGOs, private sector, contract services).

During the exercise, the City EOC was staffed at a Level Three (3) (Full Activation) Alpha (Fire Department Lead) by approximately one hundred (100) EOC responders.

Approximately nineteen (19) DOCs and/or Bureau Operations Centers (BOCs) also activated for the exercise, of which each had various levels of staffing depending on their individual protocols and capabilities.

The full list of participating agencies/organizations is included in Appendix B.

Points of Contact

City of Los Angles:

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ANALYSIS OF OBJECTIVES AND CORE CAPABILITIES

Aligning objectives and core capabilities for evaluation purposes transcends individual exercises to support ongoing and consistent preparedness reporting and trend analysis. Table 1 includes the exercise objectives, aligned core capabilities, and a summary performance rating for each objective as determined by the evaluation team. The following sections then provide an overview of performance to justify the summary rating, highlighting strengths and areas for improvement.

Table 1. Summary of Core Capability Performance

Objective	Core Capability	Summary Rating			
		P	S	M	U
Effectively demonstrate the documented planning process within the EOC during the reactive phase of a major earthquake.	Operational Coordination Planning Situational Assessment		**S**		
Effectively demonstrate the collection, prioritization, documentation, dissemination, and display of critical information within the EOC during the reactive phase of a major earthquake.	Situational Assessment		**S**		
Effectively demonstrate the collection, prioritization, documentation and dissemination of critical information between the EOC, active DOCs, and external agencies in a timely manner.	Operational Communications Operational Coordination Situational Assessment		**S**		
Demonstrate effective leadership, teamwork, problem-solving and cooperation within the EOC.	Operational Coordination	**P**			
Within six hours from the time of the request being received from the EOC, and in coordination with the Personnel Department, effectively demonstrate the activation of the City's Disaster Service Worker (DSW) program using the defined EOC process.	Operational Coordination Planning	**P**			

Ratings Definitions:

1. **Performed without Challenges (P):** The critical tasks associated with the objective were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws.
2. **Performed with Some Challenges (S):** The critical tasks associated with the objective were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws. However, opportunities to enhance effectiveness and/or efficiency were identified.
3. **Performed with Major Challenges (M):** The critical tasks associated with the objective were completed in a manner that achieved the objective(s), but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, procedures, regulations, and laws.
4. **Unable to be Performed (U):** The critical tasks associated with the objective were not performed in a manner that achieved the objective(s).

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Objective 1: Effectively demonstrate the documented planning process within the EOC during the reactive phase of a major earthquake.

The critical tasks associated with this objective were completed in a manner that achieved the objective; however, opportunities to enhance effectiveness and/or efficiency were identified. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, but in some cases it was not conducted in accordance with applicable plans, policies, and procedures. The strengths and areas for improvement, and more importantly, the root causes, associated with this objective are described in this section.

Strengths

The following strengths related to this objective were demonstrated during the exercise and contributed to the objective being met:

Strength 1.1: The Management Section clearly articulated its expectations for information, primarily related to its situational awareness. This included expected timelines for the delivery of updates, the level of detail to be included in updates, and the categories of information the Management Section desired to hear about.

Strength 1.2: All EOC Sections generally did an exceptional job of identifying information deficiencies or inaccuracies and returned to the information source for clarifications or additional data. For example, when the Planning Section identified gaps, inconsistencies, or inaccuracies in the Branch Reports it received from the Operations Section, it recognized those issues, and immediately approached the applicable Branch to resolve the issue. Similarly, when the Logistics Section received incomplete Resource Requests, it catalogued the gaps, and returned the Resource Request requiring more information to the applicable Section or Branch. Even agency representatives coordinating with their respective DOCs/BOCs frequently recognized information voids and proactively reached out to their DOCs/BOCs for additional information.

Strength 1.3: The Planning and Intelligence Section was successful in implementing the EOC's defined coordination planning process when it was given the time and ability to do so (without being interrupted by the prerogatives of other Sections). The Planning and Intelligence Section staff clearly understood the defined EOC coordination process, including the development of an EOC Concept of Operations (ConOps), collection of relevant Branch/Section Reports, development of situation reports, and the conduct of coordination meetings in accordance with EOC agendas and policy.

Areas for Improvement

The following root causes require improvement to achieve the full capability level associated with this objective:

Area for Improvement 1.1: The City of Los Angeles does not have a Certification program for EOC responders to verify their qualifications and capability to serve in an EOC position.

Reference(s): City of Los Angeles Administrative Code (LAAC), Division 8 - Special Authorities, Chapter 3 - Local Emergencies

City of Los Angeles Emergency Operations Master Plan and Procedures

Mayor's Executive Directives #15 and #17

EMD Memo to Emergency Operations Board: Training for Emergency Operations Center (EOC) Response Cadres, May 12, 2014

Analysis: The City of Los Angeles has one of the more robust EOC coordination planning processes in the State of California. It has thoughtfully considered and adapted the concepts of the Incident Command System (ICS) action planning process to work in the EOC environment and has tailored its approach and tools to the needs and structure of the City of Los Angeles. However, these plans and tools are of little value if EOC responders are unaware of them, do not adhere to them, or do not attend trainings and rehearsals to be proficient in their use. This exercise demonstrated a perennial issue in the emergency management field—departments/agencies responsible for staffing EOC positions do not voluntarily nor proactively assign staff to be EOC responders, and when they do, do not then mandate those individuals to be prepared for the role by studying relevant plans and procedures, attending training, rehearsing the role(s) assigned, and/or job monitoring/position mentoring. In addition, the selection of EOC responders is often driven by availability versus the appropriate balance of traits and qualifications. The only way to control these factors is to have a mandated EOC Responder Certification program approved at the highest level.

The Mayor's Executive Directives #15 and #17 granted the EMD the authority to determine appropriate levels of EOC staffing and establish training (credentialing) requirements. The EMD has not taken full advantage of this authority by formally creating a certification program. It offers training and support in a number of areas, but has generally made those offerings optional versus using more forceful authority. In those cases, when it has used its authority in accordance with Executive Directives, departments remain non-compliant. For example, a May 12, 2014 memorandum from the EMD to the City's Emergency Operations Board (EOB) required each City department/agency assigned a responsibility in the EOC to identify five (5) individuals to fill each assigned role. According to the EMD, a number of departments have not provided a roster five (5)-deep for each position it's assigned to fill in the EOC. And while EMD's memorandum referenced available training, it only requested that departments send personnel versus establishing a requirement or certification without which personnel would not be authorized to staff the EOC. A survey of exercise participants found that only fifty-six percent (56%) had attended all three (3) "mandatory" EOC trainings offered by the EMD on EOC operations. These factors were evident among all Sections and levels in the EOC during the exercise and exposed themselves through some of the following symptoms:

- The EOC's Standing Objectives were not properly implemented at the beginning of the incident by any Section or Branch.
- Interaction between and guidance from the Management Section to other Sections was limited and insufficient and demonstrated a lack of Management Section process.
- EOC personnel did not maintain situational awareness.

- Section Coordinators and Branch Directors in the Operations Section overlooked essential briefings and supervisory responsibilities (e.g., verifying the completion of tasks, ensuring staff understands assignments and expectations, assessing staffing levels, "load balancing" among staff).
- Information communicated among Sections and the focus of operations was often too focused on minutiae to be of value in coordinating overall city response.
- Resource requests with incomplete information were rejected by the Logistics Section, rather than being properly returned to Branches with directions or follow up on the additional information that was needed.
- The Logistics Section was generally unaware of the process for requesting resources through SEMS from other levels of government. Incorrect assumptions were made about which resources were available through mutual aid/assistance agreements and those that would be routed through the EOC; and the EOC's need to still have insight into the resources requested through mutual aid/assistance even if they were not processed by the EOC.

As the exercise progressed, a number of the above issues began to resolve themselves as personnel "warmed up" to the EOC process, which only further validated the need for regular rehearsals such as this exercise. Real world emergencies do not afford "warm up" time and will result in the loss of lives, property, and the exacerbation of other consequences during that "warm up" phase. The City of Los Angeles cannot tolerate a "warm up" period due to a lack of readiness caused by non-qualified responders (e.g., lack of training, lack of rehearsal).. In addition, qualifications must be supported by the right attributes. An EOC is a dynamic, stressful, fast-paced, and complex environment. Only a select few individuals are cut out for success in that environment. However, individuals are often assigned to the EOC that may not have the right mental/emotional fortitude, attributes, or work ethic and level of efficiency to be successful. For example, according to FEMA's Independent Study (IS) Course 1.A: "Emergency Manager - An Orientation to the Position," a successful emergency manager must have the traits of a leader, alliance builder, communicator, coordinator, educator, and problem solver, among others. It is the maintenance of a cadre of EOC responders with the right combination of those qualifications and traits that will ensure a constant state of readiness so Los Angeles can be effective at a moment's notice.

The best way to achieve compliance is to take advantage of current Mayoral Executive Directives #15 and #17 that authorize the EMD to establish formal certification and staffing standards. The City must then ensure those Directives are enforced was standards are issued. In addition, the City may want to eventually consider updating City Administrative Codes to make EOC certification mandatory. Much of the City's emergency operations are based on City Ordinance 97,600 (Civil Defense Disaster Board and Corps) from January 1951; with minor modifications since the 1980s. The City is largely operating under emergency codes that should have long been superseded by contemporary and generally accepted standards. While a certification program alone may not be just cause to update City Administrative Code, when and if a wholesale review of the Code occurs, the City may want to consider including it as an element.

Area for Improvement 1.2: Some departments/agencies responsible for filling a seat in the EOC may not be the appropriate department/agency to do so.

Reference(s): EOC Position List/Roster

City of Los Angeles EOC Policy and Procedures Manual

Analysis: This issue particularly relates to the staffing of the Logistics Section Coordinator position by the General Services Department (GSD) and the Finance and Administration Section Coordinator position by the Office of the City Administrative Officer (CAO). While on paper there appears to be a clear correlation between these functions and the departments/agencies assigned; during an emergency situation the procedures followed in the EOC are actually drastically different than how these departments/agencies operate on a daily basis. For example, the GSD typically manages city-owned resources on a day-to-day basis, generally dealing with non-technical material, and going through a very structured resource management process. In an emergency, the Logistics Section is responsible for seeking out resources of a very technical nature in short notice from all available sources, including contracts, emergency procurements, donations, volunteers, and other levels of government. It is characterized by competing resource requirements that necessitate incident prioritization and the allocation of scarce resources; something GSD does not do on a daily basis. In addition, it requires a particular expertise in the Standardized Emergency Management System (SEMS) to communicate resource needs and acquire assistance from other levels of government. The exercise demonstrated a lack of understanding regarding the SEMS resource management process in the Logistics Section. Lastly, the Logistics Section operates under emergency acquisition protocols once a Proclamation of Emergency has been issued. Both SEMS and the emergency procurement authorities are not something regularly employed by the GSD.

Likewise, on a daily basis, the CAO is responsible for preparation and administration of the City budget, financial studies and investigations, managing labor contracts, and directing the development of work programs and standards. While these responsibilities are a match to the Finance and Administration Section in some ways, they also differ significantly when it comes to responsibilities related to claims and compensation, cost recovery (reimbursement), emergency procurement, and personnel time tracking. In addition, the evaluation team came to understand that the CAO has a very small staff that finds it difficult to pre-identify a cadre of Section Coordinators and then send those Coordinators to essential trainings and preparations. It may be worthwhile to keep CAO representatives in the Finance and Administration Section; however, relinquish the Coordinator position to a department with emergency finance and administration familiarity (e.g., cost recovery) and the staff availability to pre-identify Coordinators and provide time for their preparedness.

Both the GSD and CAO play a major role in their Sections, respectively, and should not be relieved of their responsibilities, but the City may want to consider reassigning the leadership of those Sections to a department/agency more familiar with emergency logistics management and emergency administrative and accounting procedures. In all other Sections, the EMD either staffs the Coordinator or Deputy Coordinator position to ensure someone with knowledge of emergency functions is present to assist in the

management of the Section. This is not the case in the Logistics and Finance and Administration Sections, which both struggled with their functions during the exercise. While the EMD may not be determined to be the appropriate department to staff the leadership position in those two Sections, an evaluation should be done to determine which department/agency is the best fit. The City should take the opportunity while that evaluation is being conducted to re-evaluate the departments assigned to all leadership roles in the EOC (from the EOC Director to Coordination Staff to Branch Directors and Unit Leaders) to ensure the department with the best skillset has been linked to the appropriate position.

Area for Improvement 1.3: The strategy for providing the Management Section with situation status updates does not currently meet Management expectations.

Reference(s): City of Los Angeles EOC Policy and Procedures Manual

EOC Coordination Process Forms and Procedures

Analysis: As can be expected, the EOC Management Section desired current and comprehensive information throughout the exercise. While the City EOC has a robust EOC Coordination Process, as previously mentioned, that strategic process does not currently satisfy the Management Section's desire for ongoing situational awareness. As a result, during the first half of the exercise, the Management Section regularly interrupted the Planning and Intelligence Section's strategic coordination process by: 1) setting short-term deadlines for updated information, 2) circumventing the EOC process by communicating or meeting directly with DOC Directors, and 3) calling situation update meetings that were not structured and pulled key positions away from their primary functions in the EOC for extended periods of time (e.g., Section Coordinators, some Branch Directors, Business Operations Center Director).

For example, the Planning and Intelligence Section conducted its Initial Situation Analysis Update, in accordance with its process, at 09:16 hours. During that meeting, the Management Section realized critical information was not included in the briefing that it desired. The meeting ended 09:50 and the Management Section set a deadline of 10:10 hours for an update with the information it needed. Both the timeline and level of detail expected by the Management Section was unrealistic. Toward the first point, by the time the Operations Section Coordinator was able to gather the Branch Directors to brief them on what information was needed, it was 09:58. By the time that briefing ended, it was already 10:10. Toward the second point, an incident of the size and complexity of the earthquake being exercised would have many unknown data points at this stage. To expect specific numbers of casualties would be unrealistic only a few hours after a major earthquake. The Planning and Intelligence Section was provided exercise documentation that listed aggregate data on casualties; however, for unknown reasons, that information was never provided to the Management Section. A number of forecasting and modeling systems are available to project the impacts from various hazards and the City of Los Angeles may find some of them valuable in the immediate aftermath of an emergency when information is scarce. Access to that type of information may not only satisfy the needs of the Management Section, but may also be of great value to emergency operations.

Ultimately, all Sections, not just the Management Section, should have a shared understanding of the level of information detail to expect at various phases of a response and should have realistic timeframes for receiving updates. The situation update briefing to the Management Section that was originally scheduled for 10:10 was delayed until 11:20 hours. That ad-hoc and unstructured meeting lasted more than one hour; compared to the later Coordination Meeting, which was planned, structured, and had greater significance, and lasted less than thirty (30) minutes.

It is not unexpected that the Management Section is going to have high expectations for situational awareness. A process and structure should be defined to establish and meet those expectations without interrupting the EOC Coordination Process. In addition, those staffing Management Section positions must understand the EOC process and its functionality and have practical expectations.

Area for Improvement 1.4: Essential Elements of Information (EEI) for the EOC's recently established Branch/Section/Department Reports have not yet been defined.

Reference(s): City of Los Angeles EOC Policy and Procedures Manual

EOC Coordination Process Forms and Procedures

EOC Branch/Section/Department Reports

Analysis: The exercise was an excellent opportunity to test the City's new Branch/ Section/Department Reports. These reports get submitted to the EOC to support situational awareness, and the establishment of policies and priorities. Overall, it was a good first attempt at implementing the process. Departments, Branches, and Sections gathered information from relevant stakeholders and populated and submitted their reports as appropriate throughout the exercise. However, the quality of the content in the reports varied widely and posed a challenge. Many departments got caught up in providing every piece of minutiae related to their efforts rather than analyzing the data for trends and providing aggregate data to the EOC, from which it could then set priorities and policy. For example, the Law Branch provided a number of updates that included individual road closures or individuals being deployed to a specific location. The Law briefing during the Coordination Meeting at 13:55 hours included a list of twelve (12) specific, but random road closures when there were hundreds occurring in certain concentrations. In other cases, departments failed to recognize which individual events were of great enough importance to flag for the EOC's attention versus others. For example, the Fire Branch never reported a major hazardous materials spill near the City of San Fernando that required evacuations and freeway closures. However, information on an individual building collapse (when there were hundreds) was included in reports. In yet other cases, departments omitted information because they were simply unaware of what data to place in each field of the report. Establishing EEI for these new reports will help ensure that the EOC gets the information it needs in a timely manner and will help DOCs and agency representatives to structure their own information analysis functions to support that outcome. Using the City's Incident Prioritization Matrix, and the categories of information within it, may be a good place to start.

Objective 2: Effectively demonstrate the collection, prioritization, documentation, dissemination, and display of critical information within the EOC during the reactive phase of a major earthquake.

The critical tasks associated with this objective were completed in a manner that achieved the objective, but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, and procedures. The strengths and areas for improvement, and more importantly, the root causes, associated with this objective are described in this section.

Strengths

The following strengths related to this objective were demonstrated during the exercise and contributed to the objective being met:

Strength 2.1: All observations and evidence prove the EOC demonstrated significant progress with face-to-face communications, follow up communications, and information validation. Previous EOC exercise after-action reports noted that EOC responders frequently buried their attention in their computers/WebEOC or were hesitant to approach other EOC responders they may not have known. This exercise demonstrated just the opposite, particularly in the EOC Main Coordination Room (MCR). EOC responders were constantly out of their seats engaged in communications with their counterparts. When they sent information or resource requests to another Section, most then walked over to the other Section to make their request known and clarify any concerns. If EOC responders were hesitant to approach other responders due to unfamiliarity, it was imperceptible during this exercise.

Strength 2.2: EOC responders did not allow equipment or software issues to interrupt their emergency responsibilities. Again, previous after-action reports mentioned that EOC responders would sit at their computers for hours, failing to perform their emergency functions, while trying to figure out a software program. During this exercise, when EOC responders experienced an undue delay as a result of system failures or lack of familiarity with systems, they left the system behind and opted for manual or alternate approaches so that operations would not be disrupted.

Strength 2.3: The Business Operations Center (BOC) did an excellent job of reaching out into the EOC to connect with the other EOC Sections. Through these engagements, the BOC made the EOC aware of the resources to which it may have access and shared with the EOC the status of its constituents, their needs and expectations, to inform decision-making. After coordination process meetings, the BOC Director thoroughly briefed BOC staff on the current status of the situation and expected actions. Perhaps more so than any other group other than the Planning and Intelligence Section, the BOC staff maintained the highest level of situational awareness during the exercise.

Areas for Improvement

The following root causes require improvement to achieve the full capability level associated with this objective:

Area for Improvement 2.1: A Common Operating Picture (COP) was not communicated to each EOC Section or Branch.

Reference(s): City of Los Angeles EOC Policy and Procedures Manual

EOC Coordination Process Forms and Procedures

EOC Branch/Section/Department Reports

EOC Display Plan

Analysis: While situation updates were provided during EOC coordination process meetings that included the Management and Coordination/General Staff, and while the Planning and Intelligence Section produced an EOC 909 Situation Report, and while the Geographic Information System (GIS) Unit produced maps; the information was not relayed to the remaining EOC responders nor displayed for their viewing.

According to generally accepted ICS protocols, each EOC Section Coordinator, and in turn Branch Director, is to brief their Sections and Branches, respectively, on critical situation information and objectives/expectations following each briefing/meeting or as major developments occur. These Section/Branch briefings were inconsistent and the content varied significantly during the exercise. A number of Section Coordinators or Branch Directors did not brief their staff at all after coordination briefings/meetings (e.g., Fire Branch, Utilities Branch). Some Section Coordinators/Branch Directors only approached select staff members with specific objectives/expectations relevant to their position, but left out the remaining staff in the Section/Branch or information on the overall situation. In almost no case, was essential information on the overall situation, the status of other Sections, or overall EOC priorities and objectives regularly communicated to EOC responders through the appropriate chain of command. One cause of these inconsistencies may be that few Section Coordinators took notes during briefings/meetings, despite being instructed to do so in a few cases. Another cause may be that the Planning and Intelligence Section's 909 form, which contained all the information needed for briefings, was supposed to be distributed at the end of the Coordination Meeting, but it either never was or staff left the meeting before it was distributed. In either case, the 909 form never made it to Section Coordinators for further distribution. Another cause may be that position checklists for Section Coordinators and Branch Directors only reference briefing personnel under the initial activation activities. It is not again repeated, nor do checklists identify what content (essential elements of information) should be included in those briefings. Lastly, the City's EOC Coordination Process identifies one "floor briefing" to the entire EOC during the Initial Situation Analysis phase from the Planning and Intelligence Section, but this briefing did not occur.

Although Section/Branch briefings would have made the most significant contribution to situational awareness, displays in the EOC could have helped mitigate the issue, but they too were not used effectively. A few of the EOC's large monitors were updated with meeting times and Branch/Section Report submission deadlines, but little else of much use was displayed. Two of the EOC's large displays showed the WebEOC resource status page and major incidents board throughout most of the exercise. These were nearly illegible because of the font size and the screens could only display a small portion of the information they actually contained. A third large screen displayed a stagnant ground shaking intensity map that was never updated during the exercise. It too contained little useful information. The GIS Unit could not keep displays updated because of computer problems and an abundance of requests from the Management Section. A number of maps were ultimately produced by the GIS Unit and provided to the Management Section. Large poster-sized print outs were also created of many of those maps. The data only made it to the Management Section and the printed maps were never displayed in the EOC. The root cause of this oversight is unknown. Whether data is displayed on large displays, individual hard copies printed and handed out, or documents placed on a shared computer drive for individual access or display on "pod" televisions; consistent and equal attention must be placed on providing all EOC Sections and Branches, not just the Management Section, with up-to-date information.

Area for Improvement 2.2: The familiarity of EOC responders with WebEOC continues to challenge the efficiency of EOC operations.

Reference(s): WebEOC Policy and Training

Analysis: Only two aspects of WebEOC were evaluated during the exercise: 1) use of WebEOC by all EOC responders to submit and track resources requests; and 2) use of WebEOC by the Law Branch to submit its Branch Report to the Planning and Intelligence Section (all other Branch/Department/Section Reports were submitted via email or in hard copy). While there was marked improvement related to these objectives in the use of WebEOC from past exercises, a large number of EOC responders still lacked enough familiarity with the system to use it properly. To demonstrate its effectiveness, more than eighty (80) resource requests were submitted to the Logistics Section via WebEOC. At the same time, a number of EOC responders were unfamiliar with how to submit resource requests, their responsibility to check the status of resource requests, and the process by which they would search for the status of the request. In addition, a number of EOC responders were confused as to which tools/applications within WebEOC they should be using (e.g., the internal WebEOC email system, the significant events board).

The EMD conducted numerous WebEOC trainings in the months leading up to the exercise. Many of the trainings were well attended; however, many Departments still did not send their Agency Representatives to training. Most of those that did attend training were then not afforded additional opportunities to rehearse so skills diminished as time passed.

Area for Improvement 2.3: The City of Los Angeles is significantly in arrears in its customization and use of WebEOC.

Reference(s): WebEOC Policy and Training

Analysis: The City of Los Angeles has utilized and paid for the WebEOC software platform for nearly a decade. Despite the amount of money the City has likely spent licensing WebEOC during that time; the City continues to operate WebEOC at its most elementary levels as reflected through the WebEOC objectives for this exercise described above. WebEOC (like other emergency management information systems) is a highly customizable and robust communications platform that has the ability to support situational awareness, resource management, action/coordination planning, and communications. At best, the City is currently using about ten percent (10%) of WebEOC's capability. That is partially due to a lack of attendance at WebEOC trainings (i.e., the software does little good if responders do not know how to use it) and equally on a lack of customization that doesn't support the City's procedures and organization. A city of Los Angeles' means and resources should not struggle for nearly a decade to customize WebEOC for its needs, train personnel on its full range functions, and employ its full capability in real world activations. The After-Action Report for the City's 2013 Functional Exercise included twelve (12) corrective actions related to WebEOC, and it appears little has been done in the fifteen (15) months since that exercise to enhance the system and its use among responders. The City of Los Angeles currently lags far behind most jurisdictions that have procured WebEOC, including a number of its neighbors in Southern California. While responders should not be trained to be solely dependent on a computer-based information system, it can significantly contribute to the efficiency and effectiveness of an emergency operation when it's available and fully utilized, meaning lives and property will be saved.

Area for Improvement 2.4: Although the EOC's layout is conducive to communications and face-to-face coordination, some personnel that did not have a full understanding of its structure and layout allowed it to restrict their performance rather than enhance it.

Reference(s): EOC Layout/Floor Plan

Analysis: Physical space can have a significant impact on human communications. In the case of the City of Los Angeles' EOC, there are three primary areas where designs to the facility affected the performance of untrained personnel. The first group is the Management Section. The City's EOC has the Management Section housed in a private room off of the MCR to facilitate sensitive and policy-level decision-making, support frequent briefings/meetings, and to allow EOC personnel to effectively perform their functions without the constant presence of Management. However, because the Management Section is housed in a separate room, it gives untrained EOC and Management Section personnel an impression that the other cannot be approached. Management Section personnel should know that they have the freedom to venture into the MCR when needed. Likewise, EOC responders that have information for, or need assistance from, the Management Section should feel free to approach the room. Improved training should be able to address this issue as responders are made aware of the advantages of the facility's current layout and the expectations for communication and engagement.

The Public Information Room is another where the facility's layout was not understood by EOC responders who in turn allowed it to limit communications and coordination. The design is intended to give Public Information staff access to the same information the Management Section is receiving and to provide Public Information staff with the privacy and access to communications systems necessary to conduct their functions. A number of EOC responders in the MCR were not aware of the existence of the Public Information Room and therefore did not coordinate with it. In addition, the Public Information Officer, who was unfamiliar with the functions of the room, felt hesitant to leave the room, and thereby pass through or communicate with the Management Room, when in fact, routine training would have made him aware of the dynamics of the Management Section and Public Information Room.

The Planning and Intelligence Section also struggled with the EOC's layout. The Planning and Intelligence Section is laid out as one row of work stations spanning the entire breadth of the MCR, all facing the displays at the front of the room. When the Planning and Intelligence Section Coordinator wanted to conduct a briefing or discuss other issues, she had to get the entire group out of their seats to huddle in a corner of the MCR where it was loud and foot traffic from other EOC staff interfered with meetings/briefings. The EOC is equipped with a number of break-out rooms that were underutilized during the exercise, but are intended for use by Sections/Branches, like Planning and Intelligence, to support meetings and briefings. Enhanced training will help make staff aware of these facility resources and their advantages.

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Objective 3: Effectively demonstrate the collection, prioritization, documentation and dissemination of critical information between the EOC, active DOCs, and external agencies in a timely manner.

The critical tasks associated with this objective were completed in a manner that achieved the objective, but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, and procedures. The strengths and areas for improvement, and more importantly, the root causes, associated with this objective are described in this section.

Strengths

The following strengths related to this objective were demonstrated during the exercise and contributed to the objective being met:

> **Strength 3.1:** Communications between the EOC and each DOC were established early on in the exercise. In accordance with EOC checklists and the direction of EOC Section Coordinators, Branch Directors and Agency Representatives initiated communications with their respective DOC upon arriving in the EOC. All DOCs were contacted and contact information for the EOC and DOCs was vetted during the first communication. From there on, DOCs were in contact with the EOC throughout the exercise.

Areas for Improvement

The following root causes require improvement to achieve the full capability level associated with this objective:

Area for Improvement 3.1: The City of Los Angeles' DOC-centric emergency operations model is dependent on the successful performance of DOCs; however, each DOC has its own understanding of its purpose and the degree of DOC capabilities varies widely in the absence of a centralized policy or framework.

> **Reference(s):** City of Los Angeles Emergency Operations Master Plan and Procedures
>
> **Analysis:** Under the emergency operations structure used in the City of Los Angeles, each Department is responsible for establishing and operating a DOC to manage and coordinate response and recovery efforts for its internal operations as well as to the community relevant to its discipline. The success of the City's overall response is dependent on the performance of each DOC in its area of service. DOCs are, in essence, their own EOCs; responsible for establishing department/discipline priorities and policies, communicating and coordinating with relevant stakeholders, and managing information and resources for the department. The City EOC then exists to support the needs of those individual DOCs and adjudicate issues across DOCs when they arise.
>
> From the nineteen (19) DOCs that participated in the exercise, it was evident that each has its own interpretation of the mission and purpose of the DOC and each had its own unique staffing plan, organization, and internal processes. While some operational

nuances are to be expected among DOCs, there should generally be a consistent understanding of purpose, structure, and communications. Instead, the exercise made evident that a number of DOCs were not staffed by appropriate personnel (either quantity or expertise), many did not have a defined structure or roles for their DOC responders (ICS or otherwise), and critical DOC functions were not performed (e.g., setting Department-specific objectives, analyzing situational information for trends/themes, communicating appropriate information to the EOC, accounting for Department personnel and the status of essential functions, failures to communicate/coordinate objectives and resources with other DOCs when appropriate, and attempts to circumvent EOC policy/priorities). Every DOC that participated in the exercise had room for improvement. Some of these deficiencies are likely the result of each Department currently being allowed to choose and define its own purpose and functionality.

Area for Improvement 3.2: During the planning for and conduct of the exercise, the priority a Department places on DOC operations, and thereby emergency preparedness, directly correlated to that DOC's performance during the exercise.

Reference(s): Department Emergency Plans

Department DOC Plans and Procedures

Department DOC Staffing and Training

Analysis: During the planning for and conduct of the exercise, it became evident which Departments place emergency preparedness as a priority. Those Departments that do not, could typically be defined as having little to no DOC capability. Even those Departments that place emergency preparedness as a priority and despite having DOC basics, like plans and procedures, in place; had conducted little to no training for DOC responders since the last city-wide exercise or rushed training in the days leading up to this exercise.

As previously mentioned, the City of Los Angeles has a DOC-centric emergency operations model, which is dependent on the performance of DOCs. The City can have a robust EOC capability, but it will be of little value without high functioning DOCs. It is evident that there is generally a lack of acceptance or understanding of the importance of the DOC function among many City Departments and that will ultimately jeopardize life and property during a real world emergency.

Area for Improvement 3.3: A Common Operating Picture (COP) and City-wide priorities were not communicated to each DOC from the EOC.

Reference(s): City of Los Angeles EOC Policy and Procedures Manual

EOC Coordination Process Forms and Procedures

Analysis: This issue directly relates to the root cause identified in Area for Improvement 2.1 associated with Objective 2. Because situational information, policies, and priorities were not effectively communicated throughout the EOC, they were not then relayed from the EOC to DOCs. Information (relevant or not), was shared from DOCs to the EOC, but very little information was provided back to each DOC. The briefings and situational updates that were provided to the EOC Management Section that needed to be shared with all EOC Sections and Branches, also needed to be shared with each DOC. While the

expectation for EOC responders to communicate with DOCs is stressed in the EMD's EOC 101, 201 and 301 training courses, it is not reinforced in job aids, checklists, or procedures. In addition, the essential elements of information that should be communicated to DOCs are not formally defined to guide those communications.

Lastly, not all City departments/agencies have a representative in the City EOC to serve as a liaison. In other cases, the role of the department's only representative(s) in the EOC may not be to communicate and coordinate the department's response, but rather support other functions. For example, the Information Technology Agency (ITA) is represented by two individuals in the Technology Unit in the Logistics Sections. The role of those positions is not to communicate and coordinate with the ITA DOC regarding the Agency's response, but support technology-related resource requests and needs deriving from other EOC Sections/Branches. In both cases (no representative or representative with other functions), there is no defined process for communicating and coordinating between the EOC and the department/agency, which significantly affects the passage of situational awareness to those departments/agencies.

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Objective 4: Demonstrate effective leadership, teamwork, problem-solving and cooperation within the EOC (Units to Branches, to Sections, to Management, etc.).

The critical tasks associated with this objective were completed in a manner that achieved the objective and did not negatively impact the performance of other activities. Performance of this activity was conducted in accordance with training and applicable plans, policies, and procedures.

Strengths

The following strengths related to this objective were demonstrated during the exercise and contributed to the objective being met:

Strength 4.1: The EOC Director and Deputy Directors quickly reviewed their responsibilities as a team, agreed upon each other's roles, and provided a united front for the management of the EOC and overall city response activities.

Strength 4.2: As EOC responders began to arrive for the exercise, their respective EOC Section Coordinators met them and prepared them for their role in accordance with activation checklists and procedures. This included: meeting each EOC Staff person and confirming their position; telling each Section Staff person to don their vest; directing Section Staff to follow posted directions for computer start-up and logging in to WebEOC; directing Section Staff to create a log and then chronologically track actions taken; instructing Section Staff to review their position checklists and clarify any issues regarding their authority and assignment; requesting Section Staff to check for all required supplies for their workstation and ensure equipment is working properly; and directing Section staff to contact their counterparts at participating DOCs and other relevant agencies/organizations.

Strength 4.3: The Management Section was proactive in considering and positioning city policy for an effective long term operation. For example, early discussions in the Management Section addressed cost recovery (including documentation), considered the City's Seventy-Two (72) Hour Requirements Matrix, addressed the proclamation of an emergency, discussed the implementation of the Mayor's Policy Group in accordance with Mayor's Directive #17, reinforced the incorporation of individuals with disabilities and others with access and functional needs into every response strategy, and considered the need for emergency ordnances/authorities (e.g., anti-price gouging policies, limitations on the sale of alcohol and firearms, curfews).

Strength 4.4: A number of EOC Sections took proactive steps to improve their efficiency by obtaining runners and scribes to assist with communications and information management; actively engaging in "load balancing" during the exercise and making adjustments to the delegation of assignments as necessary; and creating itemized lists of Section priorities to drive activities.

Strength 4.5: The few Branches that effectively conducted Branch meetings/briefings utilized tools available to them to share information. For example, a few Branches posted

relevant information, maps, and video on the "pod" television for everyone in the Branch to see.

Strength 4.6: The Logistics Section managed to receive and review eighty-four (84) resource requests and was able to close/satisfy twenty-five (25) of those requests. In relation to past exercises, that was a significant advancement in capability and efficiency that facilitated improved communication, teamwork, and problem solving within the Logistics Section and with the resource request originators.

Strength 4.7: Staff in the Finance and Administration Section, despite many being new to their assignments, made valiant efforts to address all the Finance and Administration related challenges presented to them. They made contact with their home offices and requested research and assistance. In many cases, they managed to find answers and present data to the Management Section (e.g., burn rates, cash availability, access to emergency funds). In addition, the Section took many notes and action items back to their Department(s) for follow up and additional planning/consideration.

Areas for Improvement

No areas for improvement associated with this objective were identified.

Objective 5: Within six hours from the time of the request being received from the EOC, and in coordination with the Personnel Department, effectively demonstrate the activation of the City's Disaster Service Worker (DSW) program using the defined EOC process.

The critical tasks associated with this objective were completed in a manner that achieved the objective and did not negatively impact the performance of other activities. Performance of this activity was conducted in accordance with training and applicable plans, policies, and procedures.

Strengths

The following strengths related to this objective were demonstrated during the exercise and contributed to the objective being met:

Strength 5.1: The Logistics Section Coordinator, Personnel Unit Leader, and Personnel DOC representative were knowledgeable about the tasks required to implement the DSW program. The Personnel Unit Leader and Logistics Section Coordinator knew the process and shared it with other key stakeholders (e.g., Public Information Officer, Management Section) in order to ensure the program's proper activation. In addition, the Personnel DOC representative understood all the steps that she needed to take in order to secure DSWs to satisfy the resource request once the program was activated. The Personnel DOC representative was even prepared with a list of alternative departments to contact if none of the original three departments (exercise artificiality) were available.

Strength 5.2: The Management Section was supportive in activating the DSW program to support operational needs. The EOC Deputy Director immediately picked up on the importance of the request from the Logistics Section to activate the DSW program when it was introduced during the Coordination Meeting at 13:55 hours. Although they were not fully clear on next steps, the Personnel Unit Leader and Logistics Section Coordinator were asked for further information and guidance. The Mayor's Liaison was then tasked with seeking the Mayor's approval. The Mayor's Liaison was aware of the draft policy memo and quickly sought approval from the Mayor (simulated) to implement the program. The approval process was informed and timely.

Strength 5.3: The Personnel Unit Leader was very thorough in capturing all the details and actions taken on the DSW Resource Request form through WebEOC and in his communications (via email) to the Personnel DOC. Likewise, the Personnel DOC representative kept a detailed call log of all the departments she contacted along with times, resource available, and those DSWs being assigned by departments.

Strength 5.4: The Personnel Unit Leader demonstrated strong communications and team work throughout the DSW drill. For example, the Personnel Unit Leader communicated with the Logistics Section Coordinator regarding the DSW Activation SOP, and together, they worked through updating the Resource Request form on WebEOC. The Personnel Unit Leader also made sure to inform the Public Information Officer that the program had been activated. A later conversation between the EOC Director and the Personnel Unit

Leader helped to clarify the process further and ensure that the Mayor's Liaison had obtained the Mayor's approval and a policy memo was issued.

Areas for Improvement

The following root causes require improvement to achieve the full capability level associated with this objective:

Area for Improvement 5.1: Knowledge of and training on the DSW activation Standard Operating Procedure (SOP) is limited and may currently result in single points of failure or insufficient resources to implement the program during a real world emergency.

Reference(s): "Activation of the Disaster Service Worker Program" Standard Operating Procedure and Training

Analysis: While it was very clear that the Personnel Unit Leader understood his responsibilities related to the activation of the DSW program, the process, nor individual roles in the process, were as clear to the other key stakeholders involved (e.g., Logistics Section Coordinator, Public Information Officer, Mayor's Liaison, and EOC Director). The DSW Activation SOP was developed earlier in 2014 and most of the past SOP training has been limited to Department Personnel Officers (DPOs). Even within the Personnel Department, the DOC representative had not received any recent training on the DSW program. At this time, it appears that the program may be dependent on two informed individuals within the Personnel Department and only the DPOs from each Department. Awareness of the SOP and training on it for all involved positions will be essential to future activations.

In addition, because the SOP is so new, the exercise tested it for the first time at a very high, and somewhat oversimplified, level. In reality, activating the DSW program may not be as straightforward and would need to be determined once a threshold for activation is reached (see Area for Improvement 5.2). Moreover, if the DSW program were to be activated, many more individuals (Personnel DOC cadre, DPOs, and supervisors) would be needed to identify available personnel and match skillsets to the need. As the program evolves, the training and exercise program related to it should advance in complexity to ensure the City's DSW capability is sufficient.

Area for Improvement 5.2: Trigger points or thresholds for activating the DSW program have not been fully defined.

Reference(s): "Activation of the Disaster Service Worker Program" Standard Operating Procedure and Training

Analysis: The DSW objective of the exercise was directly triggered by a Controller inject provided at 13:00 hours. In reality, the trigger point is less defined as the SOP leaves the decision to the Logistics Section Coordinator and Personnel Unit Leader as they review resource requests. Although this specific objective was triggered by a specific inject at a certain time, there were a number of opportunities to consider and activate the DSW program prior to that. The Logistics Section received numerous requests through player actions for personnel resources (some expressly naming the DSW program) that were provided well before 13:00 hours. However, none of these requests seemed to trigger

even a discussion of the DSW program. In fact, in one case, a request from the Red Cross for DSWs to support shelter operations was expressly denied by the Logistics Section. It is unclear if the root cause of this issue was lack of familiarity with the DSW Activation SOP, lack of familiarity with the functions and purpose of the Logistics Section, or just an exercise artificiality; nonetheless, there must be a full understanding in the Logistics Section of the types of information/requests that should initiate a discussion of the DSW program and the reasonable thresholds that need to be reached before requesting a formal activation from the Mayor.

Area for Improvement 5.3: Appropriate Sections/Branches in the EOC were not made aware of the activation of the DSW program, nor were DOCs.

Reference(s): City of Los Angeles EOC Policy and Procedures Manual

EOC Coordination Process Forms and Procedures

"Activation of the Disaster Service Worker Program" Standard Operating Procedure

Analysis: This issue directly relates to the root cause identified in Area for Improvement 2.1 associated with Objective 2. Because situational information, policies, and priorities were not effectively communicated to appropriate Sections/Branches in the EOC, information regarding the activation of the DSW program was also left out. Activation of the DSW program is something that will affect most City Departments/Agencies, whether it provides the Department/Agency an avenue to find additional personnel or the Department/Agency is selected to provide personnel to another Department/Agency whose operations are impacted. In either case, appropriate Departments/Agencies should be made aware of the activation of the program through an appropriate channel (e.g., EMD Bulletins, EOC Situation Reports, EOC to DOC communications).

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APPENDIX A: IMPROVEMENT PLAN

Based on the evaluations contained in this After-Action Report, this Improvement Plan (IP) has been developed to capture the corrective actions agreed to by the participating organizations and identifies information relevant to the monitoring of progress related to each corrective action.

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
Objective 1: Effectively demonstrate the documented planning process within the EOC during the reactive phase of a major earthquake.	1.1: The City of Los Angeles does not have a Certification program for EOC responders to verify their qualifications and capability to serve in an EOC position.	1.1.1. EMD will work with each Department/ Agency that has positions in the EOC to determine the required and appropriate number of individuals that should be trained and available to fill each EOC position a Department/Agency is assigned (typically between 3 and 5).	Organization	EMD	Operations Division	April 2015	October 2015
		1.1.2. In accordance with the agreed upon staffing levels for each EOC position, each Department/ Agency shall provide, and regularly update, a list of individuals to the EMD, which will be used to confirm those individuals receive proper certification.	Organization	All Departments/ Agencies assigned positions in the EOC	Department/ Agency Emergency Management Coordinators (or equivalents)	November 2015	April 2016
		1.1.3. If and when a comprehensive review of Los Angeles Administrative Code (LAAC), Division 8 (Special Authorities), Chapter 3 (Local	Planning	EMD	General Manager, Assistant General Manager,	TBD	TBD

[1] Capability Elements are: Planning, Organization, Equipment, Training, or Exercise.

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		Emergencies) occurs, then the City shall consider adding to it, language that empowers the EMD to establish EOC staffing requirements and departments/ agencies to abide by said requirements.			Operations Division		
		1.1.4. In accordance with Mayor's Executive Directives #15 and #17, the EMD shall develop a formal program to certify EOC responders through a combination of testing, training, exercise, and/or real-world experience (e.g., formalizing existing efforts and filling in gaps as necessary over time) and issue said policy through appropriate channels (e.g., Mayoral Memo) to maintain a capable cadre of EOC responders and a constant state of EOC readiness.	Planning Organization	EMD	Operations Division	April 2015	June 2015
		1.1.5. In accordance with the new EOC Certification Program, the EMD shall evaluate training needs and develop a long-range calendar that offers sufficient notice and a sufficient number of training opportunities to ensure departments/ agencies are able to comply with	Organization Training Exercise	EMD	Operations Division	July 2015	September 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		certification requirements.					
		1.1.6. In accordance with the EOC Certification Program established by the EMD, all departments/ agencies assigned a position in the EOC, shall ensure their cadre of EOC responders are certified within the timeframes established by the EOC Certification Program.	Organization Training Exercise	All Departments/ Agencies assigned positions in the EOC	Department/ Agency Emergency Management Coordinators (or equivalents)	June 2015	November 2015 (and then ongoing)
		1.1.7. The EMD shall work with the Mayor's Office to evaluate the options for enforcing EOC/emergency preparedness-related Executive Directives and Memos (i.e., Executive Directives #15 and #17, and EOB Memo from Anna Burton dated May 12, 2014) with regard to departments/ agencies that are not in compliance.	Planning	EMD	General Manager	December 2015	March 2016
		1.1.8. If and when a comprehensive review of LAAC, Division 8, Chapter 3 occurs, then the City shall consider adding to it, language that empowers the EMD to establish an EOC certification program and departments/ agencies to abide by said certification	Planning	EMD	Operations Division	TBD	TBD

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		program.					
	1.2: Some departments/agencies responsible for filling a seat in the EOC may not be the appropriate department/agency to do so.	1.2.1. With a focus on EOC leadership positions (EOC Directors, Section Coordinators, Branch Directors, and associated Deputies), the EMD shall review the departments/ agencies assigned EOC positions to determine if the department/ agency with the closest match to the required skillsets has been assigned. The resulting assessment should be shared with the Emergency Operations Board (EOB) and effected department(s) for consideration.	Organization	EMD	EOC Task Force	April 2015	June 2015
		1.2.2. In coordination with the effected department(s), the EMD shall either: A) re-assign the position to another department/agency with the appropriate skillsets, or B) establish a strategy associated with the EOC Certification Program to bring personnel from the currently assigned department/ agency to an appropriate level of capability.	Organization	EMD	EOC Task Force	July 2015	December 2015
	1.3: The strategy for providing the Management Section with	1.3.1. The EOC Policy and Procedures Manual will be revised to clearly articulate the roles and responsibilities	Planning	EMD	EOC Task Force	April 2015	September 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
	situation status updates does not currently meet Management expectations.	of each Management Section position, but specifically the EOC Director, EOC Deputy Directors, and Mayor's Liaison/Deputy Mayor for Public Safety.					
		1.3.2. The EOC Coordination Process Concept of Operations (ConOps) Plan will be updated to include frequent situation update briefings to the Management Section by one representative as deemed appropriate by the results of Corrective Action 1.3.3.	Planning	EMD	EOC Task Force	April 2015	September 2015
		1.3.3. Either an existing position in the EOC shall be given the responsibility for liaising with the Management Section, providing frequent updates, and conveying Management Section information needs to the Planning and Intelligence Section; or a new position will be developed for that sole purpose.	Organization Planning	EMD	EOC Task Force	April 2015	September 2015
		1.3.4. Agendas, rules of conduct, and briefing structures (similar to those that exist for the EOC's Coordination and Planning Meetings), shall be developed for Situation Update Briefings to the	Planning	EMD	EOC Task Force	April 2015	September 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		Management Section.					
		1.3.5. Management Section guidance documents (updated EOC Policy and Procedures Manual, position checklists, job aids, resource binders) and trainings (e.g., EOC 400 series courses) shall be developed to appropriately set Management Section, roles, responsibilities, process, and expectations for information, including level of detail and timeliness.	Planning Training	EMD	EOC Task Force	April 2015	April 2016
		1.3.6. The EMD will identify, and the EOC Planning and Intelligence Section will have access to, relevant systems that can provide forecasting, modeling, or projected data based on initial indicators to estimate total impacts, magnitude, and casualties during the initial stages of an incident when accurate and comprehensive situational information is difficult to obtain.	Planning Equipment	EMD	Operations Division	April 2015	Ongoing
	1.4: Essential Elements of Information (EEI) for the EOC's recently established Branch/Section/D	1.4.1. To accompany the Branch/Section/ Department Reports, the EMD shall develop supplemental instructions or guidance that defines the EEI for inclusion in each report; to include the	Planning	EMD	EOC Task Force	April 2015	June 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
	epartment Reports have not yet been defined.	categories of information expected and the level of detail/ summation for each category.					
		1.4.2. EOC and Section-Specific Training will be amended to include Branch/ Section/Department Reports, and their respective EEI, and will include opportunities to rehearse developing Reports, so that appropriate EOC responders (e.g., Branch Directors, Agency Representatives) serve as the gate keepers for information quality and report accuracy.	Training	EMD	EOC Task Force	April 2015	April 2018
Objective 2: Effectively demonstrate the collection, prioritization, documentation, dissemination, and display of critical information within the EOC during the reactive phase of a major earthquake.	2.1: A Common Operating Picture (COP) was not communicated to each EOC Section or Branch.	2.1.1. The EOC Coordination Process procedures, Coordination Process ConOps, and relevant position checklists will be updated, as necessary, to include regular briefings for EOC personnel following coordination meetings or major developments as deemed most effective by EMD (e.g., EOC Section/ Branch briefings). Checklists will be updated to include reminders to conduct these briefings and identify essential elements of information for inclusion in	Planning	EMD	EOC Task Force	April 2015	September 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		the briefings.					
		2.1.2. In accordance with revised plans, procedures, and checklists, EOC training (i.e., 300 and 400 level series) will be enhanced to focus on the importance of EOC personnel briefings, the content of those briefings, and briefing frequency, and will include opportunities for the rehearsal/demonstration of those functions.	Training	EMD	EOC Task Force	November 2015	April 2016
		2.1.3. EMD will review its EOC information dissemination and display strategies, and make enhancements as appropriate, to ensure the strategies include all relevant tools and systems (e.g., hard copies, emails, maps, briefings, video displays, WebEOC) available to reduce the workload on EOC personnel and offer the widest and most useful distribution.	Planning	EMD	Operations Division, EOC Task Force	April 2015	April 2016
	2.2: The familiarity of EOC responders with WebEOC continues to challenge the efficiency of EOC operations.	2.2.1. The EMD shall evaluate WebEOC training needs and develop a long-range calendar that offers sufficient notice and a sufficient number of training opportunities to ensure departments/agencies are	Training	EMD	Operations Division	In Progress	September 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		able to ensure responders are proficient in the use of WebEOC.					
		2.2.2. The EMD will incorporate WebEOC proficiency requirements into its newly developed EOC Certification Program (Corrective Action 1.1.4).	Planning Organization	EMD	Operations Division	April 2015	September 2015
		2.2.3. Each City Department shall send its agency representatives and other relevant emergency responders (e.g., DOC personnel) as agreed upon by the department/agency and EMD, to WebEOC training, and then each department/ agency will afford trained personnel time to practice and refresh their WebEOC skills on a regular basis.	Training	All Departments/ Agencies assigned positions in the EOC	Department/ Agency Emergency Management Coordinators (or equivalents)	July 2015	Ongoing
	2.3: The City of Los Angeles is significantly behind the curve in its customization and use of WebEOC.	2.3.1. The EMD will develop a long-range strategy that considers funding, a steering committee, and deployment schedules to fully employ all functions of WebEOC in EOC/DOC operations and apply the resources necessary to customize WebEOC to its processes.	Planning Equipment	EMD	Operations Division	In Progress	September 2015
	2.4: Although the EOC's layout is generally	2.4.1. The EMD will enhance EOC training (e.g., 300 and 400 level series) to ensure	Training	EMD	EOC Task Force	April 2015	September 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
	conducive to communications and face-to-face coordination, there are a few select areas where some personnel that did not have a full understanding of its structure and layout allowed it to restrict their performance rather than enhance it.	the physical layout of the EOC is understood and effectively utilized to foster communications and coordination.					
		2.4.2. The procedures and checklists for the EOC Planning and Intelligence Section will be revised to include a responsibility to work with the EOC Coordinator at the on-set of an EOC activation to assign EOC break-out rooms to groups (e.g., Sections, Branches) that may need additional space or private areas to foster communications (e.g., Planning and Intelligence Section, Operations Section, Public Information staff).	Planning	EMD	EOC Task Force	April 2015	September 2015
Objective 3: Effectively demonstrate the collection, prioritization, documentation and dissemination of critical information between the EOC, active DOCs, and external	3.1: The City of Los Angeles' DOC-centric emergency operations model is dependent on the successful performance of DOCs; however, each DOC has its own understanding of its purpose and the degree of	3.1.1. Departments/agencies in need of DOC guidance will proactively contact the EMD for support and information on best practices.	Planning Organization Equipment	All Departments/ Agencies with DOCs	Department/ Agency Emergency Management Coordinators (or equivalents)	In Progress	Ongoing
		3.1.2. The EMD will formally offer technical assistance to departments/agencies with DOCs and will develop strategies and apply necessary resources to work with each in-need department/ agency to	Planning Organization Equipment	EMD	Operations Division	In Progress	Ongoing

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
agencies in a timely manner.	DOC capabilities varies widely in the absence of a centralized policy or framework.	address their unique DOC planning, organization, equipment, training, and exercise challenges.					
		3.1.3. The EMD will develop guidance (e.g., best practices) or a framework (as appropriate) to provide departments/ agencies with tools to use in establishing and structuring their DOCs. The guidance will convey the purpose/ responsibilities of a DOC, communication flow and expectations between the DOC and EOC, and planning process recommendations. It will also provide references to inform decisions about DOC staffing, organization, and assignment of responsibilities.	Planning	EMD	Operations Division	April 2015	September 2015
	3.2. During the planning for and conduct of the exercise, the priority a Department places on DOC operations, and thereby emergency preparedness, directly correlated to that DOC's	3.2.1. The EMD shall consider drafting and working with the Mayor's Office to issue a Mayoral Executive Directive ordering the establishment of DOCs at appropriate departments/agencies, and the implementation of policies, plans, staffing, training, and exercises at each department/agency to ensure the functionality and	Planning	EMD	General Manager, Assistant General Manager	October 2015	December 2015

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
	performance during the exercise.	readiness of its respective DOC. In association with Corrective Action 1.1.7, the EMD and Mayor's Office shall determine ways to enforce compliance with said Executive Directive.					
		3.2.2. In association with Corrective Actions 3.1.1, 3.1.2, and 3.1.3, the EMD, in concert with the Mayor's Office of Homeland Security and Public Safety, will determine which departments/agencies need a DOC and the level of capability/function should be (e.g., operational, continuity, assisting, supporting, etc.).	Planning Organization	EMD	Operations Division	December 2015	April 2016
		3.2.3. In accordance with the results of Corrective Actions 3.2.1 and 3.2.2, each department/ agency shall make emergency preparedness a priority through appropriate policies and culture.	Planning Organization	All Departments/ Agencies	Department/ Agency General Managers/ Directors (or equivalents)	April 2015	Ongoing
		3.2.4. As many of the recommendations for the City EOC in this After-Action Report can also apply to DOCs, each City department/ agency shall consider improvements to their own DOC operations based on the results found	Planning Organization Equipment Training Exercise	All Departments/ Agencies	Department/ Agency Emergency Management Coordinators (or equivalents)	April 2015	Ongoing

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		herein. For example, departments/ agencies should consider the need for an internal DOC certification program, processes for improving action/coordination planning, improved information sharing and analysis, and the physical layout of facilities.					
	3.3: A Common Operating Picture (COP) and City-wide priorities were not communicated to each DOC from the EOC.	3.3.1. In addition to Corrective Actions associated with Area for Improvement 2.1; position checklists for Agency Representatives, Branch Directors, and Unit Leaders (as appropriate), will be revised to include prompts for providing briefings/ updates from the EOC to DOCs on a regular basis and shall identify essential elements of information to include in those updates. (Similar to how EOC Section Coordinator checklists will provide the same for their Section staff).	Planning	EMD	EOC Task Force	April 2015	September 2015
		3.3.2. EOC training will continue to, and be enhanced as necessary to reflect new procedures, the importance of providing two-way information between the DOCs and EOC, and	Training	EMD	EOC Task Force	In Progress	Ongoing

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		emphasize the role of Agency Representatives, Branch Directors and Unit Leaders (as appropriate) in relaying information back to DOCs and not just from DOCs to the EOC.					
		3.3.3. The EMD will identify a process for communicating information (e.g., COP) to departments/agencies that do not have representatives in the EOC or whose representatives are assigned other responsibilities in the EOC than coordinating with their DOCs (e.g., EMD Bulletins, WebEOC).	Planning	EMD	EOC Task Force	April 2015	September 2015
Objective 4: Demonstrate effective leadership, teamwork, problem-solving and cooperation within the EOC (Units to Branches, to Sections, to Management, etc.).	No areas for improvement or corrective actions associated with this objective were identified.						
Objective 5: Within six hours from the time of the request	5.1: Knowledge of and training on the DSW activation	5.1.1. The "Implementation and Training" section of the DSW Activation SOP will be enhanced to include a more	Planning Training Exercise	EMD Personnel Department	EMD Special Projects Division	April 2015	April 2016

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
being received from the EOC, and in coordination with the Personnel Department, effectively demonstrate the activation of the City's Disaster Service Worker (DSW) program using the defined EOC process.	Standard Operating Procedure (SOP) is limited and may currently result in single points of failure or insufficient resources to implement the program during a real world emergency.	robust training and exercise strategy that includes a list of types of trainings and exercises to be conducted, an inclusive list of all individuals/ positions that need training, the target audience for each type of training, and a schedule of offerings. The training and exercises will reflect a building-block approach that grows in complexity and capability with each offering. The EMD and Personnel Department will apply the appropriate resources to implement the enhanced training and exercise strategy identified in the DSW Activation SOP.			Personnel Department Emergency Management Coordinator		
	5.2: Trigger points or thresholds for activating the DSW program have not been fully defined.	5.2.1. The EMD and Personnel Department will better identify parameters/trigger points for activating the DSW program and will update the DSW Activation SOP accordingly.	Planning	EMD Personnel Department	EMD Special Projects Division Personnel Department Emergency Management Coordinator	April 2015	April 2016
		5.2.2. Training specifically for the EOC Logistics Section and Personnel DOC on the DSW Activation SOP will be developed to clearly articulate each one's role in	Training	EMD Personnel Department	EMD Special Projects Division Personnel	April 2015	April 2016

Objective	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Responsible Unit/Division	Start Date	Completion Date
		the DSW process, implementation procedures, and the trigger points for program activation.			Department Emergency Management Coordinator		
	5.3: Each Section in the EOC was not made aware of the activation of the DSW program, nor were DOCs.	No corrective actions beyond those already identified for Areas of Improvement 2.1 and 3.3 were identified for this issue.					

During an After-Action Meeting (AAM) held on January 14, 2015, departments and agencies in attendance were asked to show their support (or lack thereof), by way of a number of votes, for corrective actions identified in this Improvement Plan that have city-wide impacts or specific effects on their department or agency. It was important to demonstrate that while responsibility for a corrective action may be assigned to only a few departments/agencies, the corrective actions in this Improvement Plan do not just reflect the priorities, desires, or needs of those few departments/agencies, but rather articulate the shared needs and common interests of most. The results of those votes are contained in the table beginning on the next page:

Department/ Agency	Corrective Actions																			
	1.1.1	1.1.2	1.1.3	1.1.4	1.1.5	1.1.6	1.1.8	1.2.1	1.2.2	2.2.1	2.2.2	2.2.3	2.3.1	3.1.1	3.1.2	3.1.3	3.2.1	3.2.2	3.2.3	3.2.4
City of Los Angeles																				
Animal Services (LAAS)	Yes	Yes	No	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Airport Dept./Los Angeles World Airports (LAWA)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Building and Safety (DBS)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City Clerk	Absent																			
Disability (DOD)	Absent																			
Emergency Management Department (EMD)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Fire Department (LAFD)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
General Services Department (GSD)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Harbor Dept./Port of Los Angeles	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Housing & Community Investment Department (HCIDLA)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Housing Authority (HACLA)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Information Technology Agency (ITA)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Personnel Department	Absent																			
Police Department (LAPD)	Yes	Yes	No	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Public Works (PW)/Contract Admin (BCA)	Absent																			
PW/Engineering (BOE)	Absent																			

Department/ Agency	Corrective Actions																			
	1.1.1	1.1.2	1.1.3	1.1.4	1.1.5	1.1.6	1.1.8	1.2.1	1.2.2	2.2.1	2.2.2	2.2.3	2.3.1	3.1.1	3.1.2	3.1.3	3.2.1	3.2.2	3.2.3	3.2.4
PW/Sanitation (BOS)	Absent																			
PW/Street Lighting (BSL)	Absent																			
PW/Street Services (BSS)	Absent																			
Recreation and Parks (RAP)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Transportation (DOT)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Water and Power (DWP)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Other Stakeholders																				
American Red Cross (ARC) - Greater Los Angeles Chapter	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Emergency Network Los Angeles (ENLA)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Los Angeles Emergency Preparedness Foundation/ Business Operations Center	Absent																			
Totals	16 - Yes 0 - No	16 - Yes 0 - No	14 - Yes 2 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	14 - Yes 2 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No	16 - Yes 0 - No

APPENDIX B: EXERCISE PARTICIPANTS

Participating Organizations	Level of Play
City of Los Angeles	
Animal Services (LAAS)	City EOC Staffing, DOC Activation and Drill Activities
Department of Building and Safety (DBS)	City EOC Staffing, DOC Activation and Drill Activities
Department on Disability (DOD)	City EOC Staffing
Department of Public Works/Bureau of Contract Admin (BCA)	City EOC Staffing, BOC Activation
Department of Public Works/Bureau of Engineering (BOE)	City EOC Staffing, BOC Activation
Department of Public Works/Bureau of Sanitation (BOS)	City EOC Staffing, BOC Simulation
Department of Public Works/Bureau of Street Lighting (Street Lighting)	City EOC Staffing, BOC Activation
Department of Public Works/Bureau of Street Services (BSS)	City EOC Staffing, BOC Activation
Department of Recreation and Parks (RAP)	City EOC Staffing, DOC Activation
Department of Transportation (DOT)	City EOC Staffing, DOC Activation
Department of Water and Power (DWP)	City EOC Staffing, DOC Activation
Emergency Management Department (EMD)	City EOC Staffing
Fire Department (LAFD)	City EOC Staffing, DOC Activation
General Services Department (GSD)	City EOC Staffing, DOC Activation
Harbor Department/Port of Los Angeles (POLA)	City EOC Staffing, DOC Activation
Housing & Community Investment Department (HCIDLA)	City EOC Staffing, DOC Activation and Drill Activities
Housing Authority (HACLA)	City EOC Staffing
Information Technology Agency (ITA)	City EOC Staffing, DOC Activation
Los Angeles World Airports (LAWA)	City EOC Staffing, DOC Activation and Drill Activities
Office of the City Clerk	DOC Simulation
Personnel Department	City EOC Staffing, DOC Activation
Police Department (LAPD)	City EOC Staffing, DOC Activation
County	
Los Angeles County Office of Emergency Management (OEM)	City EOC Staffing
State	
California Department of Transportation (CalTrans)	City EOC Staffing
Other Stakeholders	
Amateur Communications Systems (ACS)	City EOC Staffing, DOCs Staffing
American Red Cross (ARC) - Greater Los Angeles Chapter	City EOC Staffing, EOC Activation
Emergency Network Los Angeles (ENLA)	City EOC Staffing/BOC
Los Angeles County Metropolitan Transportation Authority (Metro)	City EOC Staffing
Los Angeles Emergency Preparedness Foundation	City EOC Staffing, BOC Activation

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APPENDIX C: PARTICIPANT FEEDBACK SUMMARY

Number of Respondents	Ninety (90)
% Who had participated in prior EOC trainings	**60%** of respondents had taken **EOC 101** **61%** of respondents had taken **EOC 201** **56%** of respondents had taken **EOC 301**
Summary of Demonstrated Strengths	• Teamwork (86% of respondents indicated this as a strength) • Branches/Sections/Units interacted and worked well together (42%) • Processes worked well (34%) • Use of WebEOC (17%) • Facility was functional (10%)
Summary of Areas for Improvement	• Information sharing and flow (60% of respondents indicated this as an area for improvement) • Situational Awareness (33%) • Section coordination (26%) • Understanding of EOC roles (19%) • Resource request coordination and process (18%)
Summary of Recommended Improvements	• WebEOC (43% of respondents indicated suggestions for improvements) • More exercises and training (37%) • Equipment and facilities (36%)

FEEDBACK DETAILS

The feedback details contained here include an analysis and consolidation of the feedback received on all 90 Participant Feedback Forms. Both paper and electronic (Survey Monkey) responses were reviewed. All comments were not included verbatim in this analysis; however, all comments were considered and consolidated into representative and like feedback entries. Specific and detailed comments were included as appropriate. Illegible comments were not included. In addition, comment modifiers are not included (e.g., if "staff support" was listed as a strength that is how it is listed below). Comments that received multiple responses were noted with a percentage indicating the percentage of the total respondents that made a similar comment.

DEMONSTRATED STRENGTHS

Teamwork (86%)

- Players were helpful regardless of civilian or sworn. (10%)
- Branches/Section, etc. interacted and worked well together. (42%)
- EMD staff support. (7%)
- Support from Liaison Officer.
- Team made adjustments to assignments to leverage staff strengths. (3%)
- BOC sectors worked well together. (3%)
- LADBS DOC-EOC Unit worked well together. (2%)
- LA Parks DOC-EOC Unit worked well together.
- Good communications between EOC and Engineering BOC.
- Law Enforcement Branch had great task execution.
- Good use of hierarchy.
- Strong Planning/Intelligence Section coordination.
- Willingness to ask for help.
- Needed information provided to GIS staff.
- LAUSD has access to information they need on District issues.
- LAFD players were extremely helpful at properly addressing DAFN concerns.

WebEOC (17%)

- Good documentation within WebEOC. (2%)
- Placing requests in real time. (2%)
- Planning section identified priorities and significant incidents.
- Players' use of the system.

Facility (10%)

- Floor layout is conducive to coordination.
- Workstation set-up -organized, comfortable, well lit. (2%)
- Availability of restrooms.
- Email worked well.
- Auxiliary Communications Service activated 4 stations without problems. (2%)
- Equipment was available to do my job. (2%)

Process (34%)

- Defined planning process. (2%)
- Management by key leaders. (3%)
    - Drove clear need for information.
- Verification of reports and incidents.
- Response from players on resource needs. (3%)
- Planning/Intelligence Section Coordinator gave good instructions.
- Staff delegation of work.
- Staff anticipated future needs.
- Frequent updates at Director level. (2%)

- Improved position knowledge. (4%)
- Understanding of resource request process.
- Schedule and adherence to a schedule was helpful.
- Quick recognition that technology was hindering information flow.
- EOC remained relatively calm and quiet.
- Pre-developed procedures and documents.
- Resource request process greatly improved.
- Staff actively pursued getting information from DOCs/field. (2%)

Resources (6%)

- EOC Response Guide was a great asset.
- CSN maps and resource overlays for sheltering (etc.) was great. (2%)
- Improved use of EOC displays.

AREAS FOR IMPROVEMENT

Information Sharing and Flow (60%)

- Need centralized data repository to share information.
- Information from all sections on the status of resources. (7%)
    - Current inventories and access.
    - Shelters/sites.
        - Open/closed.
        - Capacity status.
        - AFN requirements/needs.
    - Community resources. (2%)
    - Personnel resources.
    - DAFN caches.
    - Current list of donated resources -pre-existing, Give2LA. (2%)
    - Building Status (e.g., Red Tags).
    - Departments involved in EOC/DOC activation.
    - The ability to update in real time.
- Timely updates on messages/requests/actions/reports. (3%)
- BOC access to WebEOC information.
- Need mechanism to access/review copies of requests and messages.
    - Way to retain copies of 913s. (2%)
- Cost estimates need to be reported faster.
- DOC-EOC communications. (8%)
    - LAFD.
    - LAPD. (2%)
    - Processes should be documented. (2%)
- Staff was unclear on who should get what information. (2%)
- Instruction required on how to publish information (via Web EOC) to management room.
- EOC should use ShakeCast.

- Information needs to be detailed enough for quality action.

Resource Request Coordination and Process (18%)

- Example: EOC received request from DOC, request was sent to logistics, logistics made request to DOC. (3%)
- DOC needs training on the use of resources (i.e., exhaust all field resources before making a request to the EOC).
- Resource request denials tracking, reporting and follow-up procedures.
- Resource requests were not updated or were un-assigned for long periods of time within WebEOC. (2%)
- Making requests or filling out the general message form was not consistently done properly.

Section Specific Coordination (26%)

- Operations Section and Planning & Intelligence Section need to have better communications. (3%)
- PIO and Planning & Intelligence Section need to have better communications.
- Fire's information flow was not good- messages piled up.
- PIO and DAFN process needs to be refined.
- Need full participation with prepared/trained staff.
    - Deputy Coordinator position needs to be filled. (2%)
        - F&A.
        - Logistics.
    - Utilities.
    - Transportation Branch.
    - Fire & EMS Branch. (2%)
    - For LAUSD DOC activation - need planning, training and financial support.
- Operations Section Coordinator did not receive any requests for equipment to approve.
- PIO needs at least 2 staff to gather information from Operations and others while the core group remains in the PIO area. (2%)
- PIO Social Media component was overwhelming – will request additional staff in real event.
- ACS integration into the organization.
- Mapping Section needs to be more integrated with Planning & Intel Section. – need defined data for initial incident briefing for each type of event.
- All EOC players must understand the acronyms and the DAFN plans in place for their departments and sections.
- DAFN coordination and information from all PODs.

Situational Awareness (33%)

- Need leadership to address the entire EOC. (2%)

    - If leadership does not address the EOC, then they need to make sure that info gets to the "lowest level" via subsequent briefings—this did NOT happen.
- Should have immediate alerts to significant issues- someone needs to speak to the entire EOC group. (2%)
    - After aftershocks to give info and new priorities.
    - When evacuation was ordered.
- More emphasis on developing and sharing objectives/priorities. (3%)
    - Reminders of priority objectives for the initial period.
- Process to report situational awareness needs improvement.
- Situation summary board needs to be updated on the display. (2%)
- Branch/Section reports need to be more specific, present information with implications or actionable content. (4%)
    - EOC 909s are not complete. P/I spends too much time going back to authors to get comprehensive, significant information.
    - Particular challenge from Fire and Law Branch.
- Directors are given too much specific or incomplete information- not enough section information analysis. (6%)
- Inability to obtain list of significant incidents from Branches.

Understanding of Roles (19%)

- DOCs do not understand how to leverage BOC. (2%)
- EOC introduction/orientation for new staff- those that are not familiar with EOC.
    - Make sure they are aware of SOPs.
- Some staff was confused about their roles and what they should be ready to do when they arrive at the EOC.
    - E.g., ARC Representative commented that the Mass Care Director needs to have the list of Red Cross sanctioned facilitates to be used as shelters/evacuation centers. That is a list he should provide.
    - Some staff was unclear on what to do with info from DOC. (2%)
- Staff was unclear on who should do what or what programs are available or who had authority to make decisions. (7%)
- Need EOC SME available to assist.

Streamline Paperwork Process (8%)

- BOC procedures.
- Need correct electronic forms at stations.
- Need Word versions of checklists to be usable.
- Use more technology.
- 214 Word document was difficult to modify.
- All forms need to be fillable.

Other

- Getting organized prior to meetings.
- Ability to process quantity of actions.

- Area needs to be fully staffed.
- Staff needs to understand that they need to ask for assistance if they are overwhelmed.
- Manual process makes communication more effective. (2%)
- I really preferred using paper and talking to people, I wouldn't have wanted to do this in WebEOC.

APPLICABLE PLANS/POLICIES/PROCEDURES, EQUIPMENT, ORGANIZATION/STRUCTURE, AND/OR TRAINING THAT SHOULD BE REVISED, DEVELOPED, OR ACQUIRED TO IMPROVE EMERGENCY MANAGEMENT IN THE CITY.

Equipment and Facility (36%)

- Copier.
- Computer system clocks are off by 8 minutes. (3%)
- Emails transmitted slowly within the EOC.
- WiFi speed needs to be upgraded.
- Monitor arms to raise the monitor off the desk.
- A standard set of bookmarks need to be placed on the computer browsers.
- Bigger table in BOC.
- Need DAFN Unit Leader checklist in binder.
- Branch Directors/Section Chiefs' position should be marked on the desks.
- Use Google email.
- Need email protocols- subject headings, etc.
- Headsets or shoulder pads for telephones. (2%)
- Utilities-Power telephone has bad static- can't understand caller.
- Private Sector Utilities representatives need an SOP or script.
- All computers need to have access to drives and files necessary.
- Two (2) screens would be helpful.
- Tablet capacity or touch screen would optimize response time.
- ACS needs vests.
- ACS needs white boards, computer, printer and maps.
- TVs are distractions.
- MRC/EOC layout is not conducive to new changes made in Planning and Intel- S/A Unit Leader no longer controls media wall.
- Comms Unit needs more space.
- PIO needs a separate office.
- Vests need to be cleaned.
- Computer stations need access to the T: drive. (2%)
- Had limited ability to connect personal equipment to Internet in the BOC.
- GIS computer failed during exercise (operated with one instead of two) – resulting in loss of productivity, but also data drive access and use of plotter 1.

Process (2%)

- PIO needs to refine approval process – specifically for social media.
- Access and credentialing.

Need more Exercises and Training (37%)

- To stay familiar with processes and procedures, e.g., forms and information flow. (9%)
- BOC needs regular and small-scale training/TTX to practice with tools and resources.
- Small session, section specific training on individual duties for each job assignment. (7%)
- NotifyLA- SOP.
- With DOC-EOC radio equipment. (2%)
- DAFN material.
- DOCs on information gathering and sharing.
- Continue to improve EOC 101-301 and WebEOC.
- On providing good/quality situational information.
- WebEOC. (2%)

WebEOC (43%)

- Need ability to redirect resource requests inside the EOC.
- Comments on/for resource requests need to be visible to the sender. (4%)
- Need to link logistics entries with significant incident entries.
- Need search feature. (2%)
- Technology has slowed the process of making tasking and general operations. (3%)
- Using the system prohibits the use of untrained personnel. (2%)
    - I.e., we should be able to "pull-in" anyone to the EOC and get them operational quickly particularly in a massive event like this one.
- Road closure field needs a drop down that would say "1st responder access only" that lets departments know the area is closed but ok for FD, PD, DOT, etc.
- Quantity fields needed for separate items.
- Develop a dashboard. (2%)
- Needs a more user-friendly method of information sharing. (3%)
- Better method for updating Significant Events.
- System workflow needs to follow how the user moves information through the system.
    - ICS 214 can be integrated with an automatic time stamp log and actions taken within WebEOC to reduce duplication.
    - Consider a messenger system that tracks where 913 forms came from (electronically sent) - so you can track your own requests.
    - Have a notification pop up on the monitor when a request is received from another pod.

- WebEOC is not working at Transportation Resource Coordination Unit station.
- WebEOC is not functional for DAFN position needs.
- Scrolling list of resources requests is difficult to track.

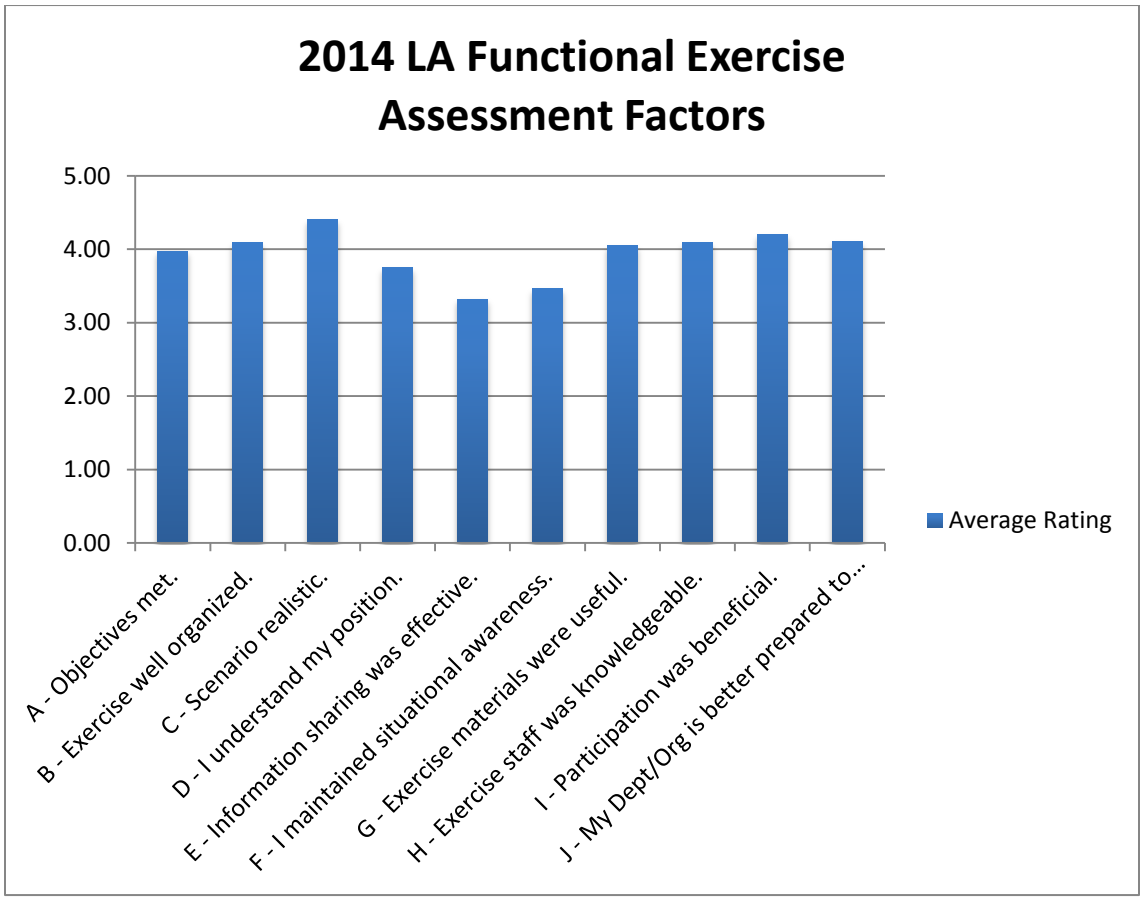
Forms (8%)

- Add additional space for personnel, equipment and materials information on Resource Request summary.
- Branch Report form difficult to complete online- easier to complete by hand.
- Word documents need spell check.
- Ability to choose pre-developed answers within fields.
- Once form is saved, the new form is blank- this wastes time.
- Forms need specific instructions as to what is to be placed in every field.
- BOC forms.

Mapping (3%)

- Need this resource within logistics.
- We need critical sites overlays already populated pre-event.
- Need up to date data, especially hospitals and critical infrastructure.

EXERCISE ASSESSMENT



SURVEY DATA	Strongly Disagree	Disagree	Neither Disagree Nor Agree	Agree	Strongly Agree	Total Respondents*	Average Rating
A. The objectives of the exercise were met.	5	3	8	36	27	**79**	**3.97**
B. The exercise was well structured and organized.	3	4	4	42	28	**81**	**4.09**
C. The exercise scenario was plausible and realistic.	3	1	3	26	46	**79**	**4.41**
D. I understood how to perform the functions and tasks associated with my position and Section.	2	8	19	30	21	**80**	**3.75**
E. Information sharing within and among the EOC and DOCs and with other emergency partners was effective.	6	13	23	22	14	**78**	**3.32**
F. I maintained Situational Awareness throughout the exercise because information sharing procedures were clearly delineated and followed.	4	9	22	33	10	**78**	**3.46**
G. The Player Briefing and exercise materials provided were useful in understanding and participating in the exercise.	1	6	11	29	30	**77**	**4.05**
H. The Controllers/Simulators were knowledgeable about exercise play and kept the exercise on target.	2	3	11	28	30	**74**	**4.09**
I. Participation in the exercise was appropriate and beneficial for someone in my position.	4	3	7	25	41	**80**	**4.20**
J. As a result of this exercise, my department/organization has a better understanding of how to respond in accordance with LA City procedures in an emergency.	4	5	8	23	38	**78**	**4.10**

* Not all 90 Participant Feedback Forms included completion of the survey/assessment.

Exercise Conduct Feedback

Strengths

- Good simulation of aftershocks, so everyone was aware.
- Scenario was fact based.
- Realistic injects.
- Injects exercised and solidified processes.
- Law section had plenty of personnel assigned.
- Good availability of food.
- Good lunch.
- Organized check in and quick registration.
- Great learning environment to learn my role.
- Exercise staff's knowledge.
- Very good, well planned drill.
- Thoughtful execution.
- Great learning experience for the City family.
- Materials were clean and well prepared.
- Allotted time for exercise was sufficient.
- GIS: The controller for our section was really great. We needed someone to be USGS and they fully accepted that role and were able to provide us the epicenter of the earthquake.
- Players had positive attitudes.

Areas for Improvement

- Injects lacked information (needed addresses – challenge to coordinate resources).
- Inject # needs to coincide with request #.
- Should stagger start time for field, DOC, EOC.
- Objectives not clear.
- Better phone numbers.
- Better lunch.
- Needed more bottled water.
- Messages made reference to a resource (shelter) before it was activated.
- Injects should be more realistic (in quantity) considering the magnitude of the event and what they want staff to address.
- Need to focus exercise on process and why.
- Too many injects without sufficient follow-though to determine effectiveness of response actions.
- 6 hours of exercise time is sufficient – A total of 8 hours from check in to hot wash.

CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

CITY of LOS ANGELES
EMERGENCY MANAGEMENT DEPARTMENT
"IN OMNIA PARATUS"

Date: March 5, 2015

To: Charlie Beck, Chair
Emergency Operations Board

Emergency Operations Board Members

From: Anna Burton, Executive Assistant
Emergency Operations Board

Subject: **2014 SUNSET WATER MAIN BREAK EMERGENCY OPERATIONS CENTER (EOC) ACTIVATION AFTER ACTION REPORT/CORRECTIVE ACTION PLAN**

Recommendation

That the Emergency Operations Board, as recommended by the Emergency Management Committee, approve and forward to the Mayor for transmittal to the City Council, the 2014 Sunset Water Main Break Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan.

Executive Summary

On July 29, 2014, the City of Los Angeles EOC was activated to support the Los Angeles Department of Water and Power (DWP) and Los Angeles Fire Department (LAFD) in their response to a large water main break on Sunset Boulevard across from the University of California, Los Angeles (UCLA). The EOC focused its efforts on maintaining and sharing situational awareness.

The attached report provides a summary of the activation, identifies involved departments and agencies, and details the recommendations for future activations of the EOC. EMD will track areas recommended for improvement and, as appropriate, report back through the Emergency Operations Board.

Attachment - 2014 Sunset Water Main Break Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan.

CITY OF LOS ANGELES

INTER-DEPARTMENTAL CORRESPONDENCE

CITY of LOS ANGELES
EMERGENCY MANAGEMENT DEPARTMENT
"IN OMNIA PARATUS"

Date: February 25, 2015

To: Anna Burton, Emergency Management Committee Chair
Emergency Management Committee Members

From: Rob Freeman, Operations Division Chief
Emergency Management Department

Subject: **2014 SUNSET WATER MAIN BREAK EMERGENCY OPERATIONS CENTER (EOC) ACTIVATION AFTER ACTION REPORT/CORRECTIVE ACTION PLAN (AAR/CAP)**

Recommendation

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

Summary

On July 29, 2014, the City's EOC was activated to support the Los Angeles Department of Water and Power (DWP) and the Los Angeles Fire Department (LAFD) in their response to a major water main break on Sunset Boulevard across from the UCLA campus.

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 Sunset Water Main Break
EOC Activation

February 25, 2015

CITY OF LOS ANGELES
EOO
EMERGENCY OPERATIONS ORGANIZATION

CITY of LOS ANGELES
EMERGENCY MANAGEMENT DEPARTMENT
"IN OMNIA PARATUS"

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1. 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 Sunset Water Main Break Emergency Operations Center (EOC) Activation

C. Event Date

July 29, 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 1700 hours on Tuesday, July 29, 2014, and deactivated at 2100 hours Tuesday, July 29, 2014.

F. EOC Activation Lead Agency

Emergency Management Department (EMD)

G. EOC Activation Level

Level I (EMD Lead)

H. EOC Activation Participating Agencies

- Emergency Management Department (EMD)
- Office of the Mayor

I. EOC Activation Chronology

The EOC was activated to support the field response efforts of DWP and LAFD regarding a major water main break on Sunset Blvd., between Veteran and Hilgard, across the street from the University of California, Los Angeles (UCLA) campus.

EMD's Duty Team staffed the following EOC positions:

- EOC Director
- Planning and Intelligence Section, Coordinator
- Planning and Intelligence Section, Situation Status Unit Leader
- Planning and Intelligence Section, Documentation Unit Leader
- Mayor's Office of Homeland Security and Public Safety Representatives

The Planning and Intelligence Section supported the EOC Director to monitor the City's response to this water main break, gather information related to the response and keep affected City agencies informed. The City EOC was in regular communication with LAFD Metro Fire communications, LAFD's Department Operations Center (DOC), the UCLA EOC, and field level responders from DWP. The water main break was reported at approximately 1530 hours. The City EOC activated at Level 1 at 1700 hours to provide Citywide support. While no formal action planning meetings were convened, the EOC staff monitored the situation as a precautionary measure and offered logistical support to UCLA. Informal briefings were held on the hour by City EOC staff.

II. Synopsis

The EOC activation was in response to a rupture in a 30 inch dimension water main underneath Sunset Blvd. at Westwood Plaza between Veteran Avenue and Hilgard Avenue. The water main break released a large volume of water with great force into the street and onto the campus of UCLA. It took DWP several hours to repair.

A. Major Developments

The EOC was contacted by LAFD's DOC and the UCLA EOC regarding the need for sand, sand bags and water pumping equipment. Ultimately UCLA was able to obtain these resources through state contracts, but the City EOC obtained commitments from the Department of General Services to provide this assistance should City support be necessary. DWP did not activate its DOC. The City EOC was able to maintain situational awareness about the water

main repair job by contacting DWP field response staff at the Incident Command Post (ICP) which was established at Fire Station 37 at 1090 Veteran Avenue.

DWP's on scene crew were dealing with a 95 year old water main that took more than four (4) hours to shut off. This process ensured no further water mains ruptured and that service could be maintained to the surrounding community. According to DWP, the break released more than 20 million gallons of water onto the streets and the UCLA campus. LAFD responders were concerned about damage to several key facilities at UCLA including underground parking structures, Drake Field, Pauley Pavilion, and the John Wooden Center. Numerous cars were stranded in flooded parking garages on campus.

B. Core Capabilities

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

- Intelligence and Information Gathering and Sharing
- Recognition of Indicators and Warnings
- EOC to DOC Communications

C. EOC Objectives

The EOC utilized standing objectives for this activation.

Management Objectives

- Ensure information sharing is established and maintained between the EOC, any activated DOCs and the Los Angeles County EOC
- Provide support to the UCP in the event Citywide emergency services are required.
- Gather information and intelligence from appropriate resources
- Monitor the event and be ready to advise City leadership if the EOC activation needs to be increased

Coordination Objectives

- Maintain situational awareness on the water main break and related repair efforts and any impacts to the City
- Monitor media reports and coordinate public information related to the incident.
- Coordinate/share information with the UCP, activated DOCs and other applicable jurisdiction EOCs
- Provide resource support to the UCP if requested
- Keep City executives and elected officials informed of any significant event related incidents

III. Findings

A. Practices to Sustain

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

1. Level I EOC Activation Policies and Procedures

EMD has developed a set of policies and procedures for Level I activations of the EOC. During Level I activations the EOC is staffed by an EMD Duty Officer and Duty Team members. A system of primary and back-up Duty Officers and Duty Teams ensures sufficient depth of coverage for key positions such as EOC Director, Planning and Intelligence Section Coordinator and Situation Status Unit Leader as well as support positions such as Documentation Unit Leader, Management Staff Support and Public Information Officer. Typical Level I staffing requires these six (6) positions to be filled.

The model relies on liaison with representatives from other operating departments and effective communication with activated DOCs for situational awareness and resource coordination. Should the event or incident escalate, the activation level can be increased to II or III which require staffing of various positions by other departments. Most of the recent EOC activations have been at Level I using this model which has proven to be efficient and cost effective. It is recommended that these policies and procedures be sustained.

2. EOC to DOC Communications

The EOC relies heavily on information from DOCs in order to maintain good situational awareness regarding incidents or events. This is especially true in Level I activations where operating departments are not staffing positions in the EOC. During the Sunset Water Main Break event, the EOC maintained good communication with the LAPD and LAFD DOCs as well as the UCLA EOC. This provided the EOC with reliable and up to date situation status. It is recommended that these practices be maintained and enhanced for all Level I events and incidents.

B. Areas Requiring Improvement

The following areas were reported as requiring improvement.

1. Level I EOC Coordination With LADWP

During this event, staff in the EOC were able to obtain utilities related situation status information from LADWP through their emergency management staff and first responders at the UCP. The EOC was advised by LADWP that they would not activate their DOC for this event. While the EOC respects department's internal decision regarding whether or not to activate its DOC, we found it was more difficult to get information from field responders than from a DOC. Both LAPD and LAFD activated their respective DOCs and the information flow to the EOC was more effective. It is recommended that EMD work with LADWP to better understand their DOC functions and operations and how situation status information flow with the EOC can be enhanced for future Level I activations that impact utilities.

IV. Conclusion

This Level I activation was effective and short in duration. Our main mission was to maintain situational awareness to share with the City family and to assist with any resources needs City first responders or state personnel at UCLA could not address. Enhancing our information flow with LADWP is the main area for improvement.

The following matrix identifies specific recommended corrective actions.

V. Sunset Water Main Break 2014 EOC Activation Corrective Action Plan

No.	Required Improvement	Corrective Action	Lead Agency	Timetable	Resources Required
1	Enhance information flow between the EOC and LADWP for Level I events.	Review current information flow processes between LADWP and the EOC and identify areas for improvement including better understanding of LADWP's DOC process.	EMD and LADWP	90 days	Existing EMD and LADWP emergency management staff resources