

AGENDA
City of Los Angeles
EMERGENCY OPERATIONS BOARD

REGULAR MEETING

Monday, March 15, 2010
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 Minutes

II. Action Item

- A. Michael Jackson Memorial Emergency Operations Center Activation After Action/Corrective Action Report – 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 Michael Jackson Memorial Emergency Operations Center Activation After Action/Corrective Action Report.

III. Information Items

- A. Joint City and County of Los Angeles Meeting – Anna Burton
B. Early Retirement Incentive Program Impact on Emergency Operations – Anna Burton
C. 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

Date: March 8, 2010

To: Charlie Beck, Chair
Emergency Operations Board

Emergency Operations Board Members

From: Anna Burton, Executive Assistant
Emergency Operations Board

Subject: **MICHAEL JACKSON MEMORIAL EMERGENCY OPERATIONS CENTER
ACTIVATION AFTER/CORRECTIVE ACTION REPORT**

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 Michael Jackson Memorial Emergency Operations Center Activation After Action/Corrective Action Report.

Executive Summary

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

The decision to activate the EOC was made jointly by EMD and the Los Angeles Police Department (LAPD), in coordination with the Office of the Mayor and the Los Angeles Fire Department (LAFD). LAPD served as Director of the EOC under unified coordination with EMD and LAFD serving as Deputy Directors.

The purpose of this report is to summarize details related to the EOC activation, identify results and strengths to be maintained and built upon, identify potential areas for further improvement, and support development of corrective actions. The report was approved by the Emergency Management Committee at its February 3, 2010 meeting with the recommendation to forward to the Emergency Operations Board.

EMD will track areas recommended for improvement and, as appropriate, report back through the Emergency Operations Organization.

Attachment

- DRAFT -



**After Action/Corrective Action Report
July 6-7, 2009
Michael Jackson Memorial
EOC Activation**

March 9, 2010



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I. Executive Summary

A. Statement of Purpose

Homeland security preparedness involves a cycle of outreach, planning, capability development, training, exercising, actual responses to events both planned and unplanned, evaluation, and improvement. The Emergency Management Department (EMD) is responsible for preparing a formal After Action Report/Corrective Action Report (AAR/CAR) following all activations of the City's Emergency Operations Center (EOC) in accordance with the National Incident Management System (NIMS). AAR/CARs are intended to assist the City of Los Angeles Emergency Operations Organization (EOO) analyze its EOC activation, staffing and management processes in order to document the following:

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

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

B. Event Name

Michael Jackson Memorial

C. Event Date(s)

July 6-7, 2009

D. Event Location

Staples Center/Nokia Theatre and adjacent facilities.

E. EOC Activation Duration

Two days. EOC was activated between 0600 hours and 1800 hours, Monday, July 6, and July 7, 2009 and fully deactivated at 1530 hours, Tuesday, July 7, 2009.

F EOC Activation Lead Agency

Los Angeles Police Department (LAPD)

G. EOC Activation Level

Level II

EOC Activation Participating Agencies

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

H. EOC Activation Chronology

On Sunday, July 5th, 2009 at 1500 Hours, an EOC activation request was issued for Monday, July 6, 2009 at 0600 hours at which time EMD activated the Emergency Operations Center (A shift) at level II to support field operations associated with the planned memorial service for Michael Jackson at Staples Center/Nokia Theatre, adjacent facilities, and associated transportation management in the Downtown area. As this event was planned in a very expeditious and last minute manner, many details regarding event timelines were unknown until hours prior to the beginning of venue operations. Intelligence sources advised that crowds of 750,000 or more would descend upon the venue area impacting the transportation systems and the ability for City agencies to provide core services to residents in and around the venue, for additional crowds gathered within the City and to maintain daily operations.

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

Initial EOC objectives were developed as follows:

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

EMD Deputy Director James Featherstone provided the initial EOC General Staff briefing followed by the Command Staff briefing at 0700. Section leaders were briefed on management objectives along with issues and concerns associated with the Memorial event. Immediately following the Command Staff briefing, section leaders took their positions and commenced work on task objectives. Section briefings were provided at 0900 where information was disseminated regarding objectives and issues and concerns including the status of conflicting events (Ringling Brothers Animal Walk), ingress/egress routes to schools within warm and hot zones, reunification locations for lost children, timeline for day of event, street closures for pre-event operations and Staples Center, water for attendees as well as food and water for responders. A follow up briefing was subsequently held at 1130 hours to provide status updates on these issues. A final briefing was held at 1600 hours to discuss deactivation for the "B" shift as there would not be an overnight ICP. Additionally, EOC Logistics Section finalized the procurement of water and sack lunches for responders which would be distributed on 7/7/09. The EOC de-activated at 1800 hours with plans to reactivate in the following morning for the second operational period.

As with operational period one, the second operational period focused on, maintaining and coordinating the dissemination of situational awareness via WebEOC and other means, coordinating available resources in support of unified command in the field and coordinating public information management and media relations citywide.

On Tuesday, July 7, the EOC was reactivated beginning at 0600 hours. Tuesday's activation also supported field operations surrounding the memorial services in the Staples Center vicinity and all venues associated with the event as well as information management through WebEOC, available resource management, public information management and citywide media relations. Simultaneously, the Unified Command post (UCP) became operational at Frank Hotchkins Training Center with a law lead and representatives from allied agencies supporting the command structure. Day of event field resources included over 3000 officers for crowd management and other field response issues as well as a robust cache of resources from Public Works and Transportation. Many other City agencies were also involved in supporting public safety operations and situational awareness for the event through both field and EOC response.

EMD General Manager, James Featherstone, provided the operational overview briefing at 0600 hours to the EOC reiterating the EOC objectives. A preliminary situation report was developed from the UCP which indicated that there were no problems with staffing levels, crowd control in and around the Staples Center venue area or the Jackson Family home. Intel also indicated that there was a change in plans with the deceased being relocated to the service at Staples Center.

At 0730, Sergeant Jerry Chaney conducted an EOC interagency briefing discussing the Memorial route, access/ingress issues, crowd estimates and Fire and Police pre-deployments. EOC Command and General Staff briefing occurred at 0745 hours where a situation status update was provided to advise of the possibility of moving the deceased by helicopter to Staples Center in the event of unruly crowds. Additionally, crowd estimates at Staples Center were relayed as well as street and freeway closure information and a brief update on the planned PETA demonstration occurring at 1800 hours at Staples Center. Operations Section provided an update on the emergency access routes to Staples, status of K-railing installed in the Staples Center vicinity, the identification of three possible routes from Forrest Lawn to Staples Center as well as the updated mapping of camera locations. Logistics Section provided information on the delivery of water and sack lunches to the UCP for all responders. The Planning Section reported on the updated organizational chart and the potentiality of a "B" watch for that evening. Information regarding preliminary costs estimates of \$3 million (not including lunch meals) was disseminated through the Finance and Administration Section update and the briefing was concluded upon discussion of information updates through Twitter and Facebook.

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

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

The post event briefing occurred at 1300 hours to update the status of the ceremony, movement of the deceased body, crowd estimates within and outside secured area, cancelation of the planned PETA demonstration, medical responses, lost children, street closures and Metro Rail activity at the Pico Station. Again, no outstanding issues were reported. Sections were asked to provide best practices and improvement points for inclusion in the after action reporting process. The final briefing occurred at 1500 hours with a final status update from all activated EOC sections, submission of best practices and areas for improvements within the EOC and instructions for demobilization. The EOC was then deactivated at 1530 hours, Tuesday, July 7, 2009.

I. Synopsis

The EOC was activated to provide support to the field response by the Los Angeles City Police Department and other support agencies, coordinate available resources, emergency public information and transportation management for the Michael Jackson Memorial Service held at Staples Center. The decision to activate the EOC was made jointly by EMD and LAPD in coordination with the Mayor's Office and LAFD. LAPD served as Director of the EOC under unified

coordination with EMD and LAFD providing Deputy Directors. This model mirrors and supports the Unified Command system used in the field.

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

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

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

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

The Logistics Section, in close coordination with the UCP's logistics section, provided resource support to field operations as well as logistical support for the EOC including the procurement of water for both operational periods with the separate coordination of sack lunches for all responders during operational period two.

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

II. Findings

(A) Practices to Sustain

1. Organization of the EOC facilitated information flow and improved cohesiveness of all sections.
2. EOC chain of command was improved with specific roles. This helped in reducing duplication of effort with respects to requests being made to multiple representatives
3. Section briefings provided a clear understanding of events and expectations, increased situational awareness, improved flow of information and enhanced the team environment.
4. Short and specific briefings help enhance situational awareness and also ultimately increase efficiency of work at achieving task items.
5. Having the PIO section involved in briefings helped provide an overall understanding of information and henceforth enhanced the crafting of public information messages.
6. Having EMD staff support as a ready resource to facilitate EOC operational questions enhanced overall performance within the EOC.
7. Positioning an EMD representative within the UCP increases the EOCs ability to obtain timely and accurate information.
8. Assigning a Fire Department representative to serve as Logistics Section Deputy Coordinator could potentially be a huge asset in a fire response situation.
9. Frequent updates to information portals such as UpdateLA, the 800 helpline, Twitter, Facebook, provide the public with timely and accurate information.
10. Expertise of supporting PIO's increased efficiency in issuing public information

(B) Areas Requiring Improvement

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

8. Provide situation status leader with the capability to create situation status reports on one screen with an additional screen made available to view current information from other EOC positions.
9. The Citywide Feeding Policy as approved by the Emergency Operations Board needs to be understood and followed by the UCP, field command personnel, EOC Management and Logistics in order to avoid confusion on feeding issues.
10. Better define the working relationship between and authorities of the Logistics Section Coordinator and Deputy Section Coordinator as per the City's Logistics Annex.
11. There should be a standard process for the request of cost information during activations. There are many requests by many different agencies resulting in unnecessary time spent responding to multiple requests.

III. Conclusion

The EOC activation for the Michael Jackson Memorial Service held at Staples Center on July 7, 2009 was a testament to the combined effort of the Emergency Operations Organization and its partners. As this event was planned expeditiously, there was minimal time for pre-planning efforts, yet, much room for error with the absence of information. However, the many departments and agencies involved were prepared for throngs of fans, with estimates of over 750,000 people that were anticipated to descend upon the Staples Center area as well as gathering places around the City. Flexibility of plans, a proactive information management process and a proven EOC organization structure facilitated the overall management of the worldwide media event.

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

Despite these successes there were two issues that arose during the activation period that could have had a negative impact on event operations. Initially, the EOC was of the understanding that the UCP would be operational at 1300 hours of the first operational period. At some point beyond 1300 hours the EOC learned that the UCP would not become functional until operational period two, Tuesday July 7. This led to some confusion and lack of information sharing at the EOC level. Also, another significant issue that occurred was the procurement of sack lunches for responders. The approved Citywide Feeding Policy states that the EOC does not provide for feeding of responders, except for those responding to the EOC. However, the decision to feed all responders utilizing Emergency Operations Funds occurred and ultimately was of great concern to policy makers. This decision, though within reason due to the last minute nature of pre-planning efforts should be reconsidered during future activations to adhere to policy.

A common concern expressed in many department AAR submittals was the need for additional and updated WebEOC training, a standardization of information flow from the field to the EOC and fully

utilizing a department's core functions through advanced planning. These concerns can be addressed by EMD, in collaboration with ITA, resuming WebEOC training. All departments with EOC response roles need to work more actively and effectively with ITA to insure they are utilizing the application effectively. General and Section-specific EOC training classes should be conducted to increase the knowledge and specificity of each EOC role with the cooperation from departments to insure their responders are familiar with EOC activation protocols and that they are qualified to work in the EOC in terms of training and experience. Through advanced planning and a frequent review of department master plans, agencies can also reach out to their many divisions to ensure that all resources can be utilized during times of crisis.

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

No	Required Improvement	Corrective Action	Lead Agency	Timetable	Resources Required
1	Insure that EOC responders are trained in the use and functionality of the WebEOC system.	Develop and schedule revised WebEOC training for EOC responders.	EMD	60 days	Existing EMD and ITA staff
2	Information flow from UPC to EOC should be standardized and come directly from the UCP in a timely manner. Updates should be forwarded to the EOC prior to public release.	Include Information sharing procedure in the Agency Rep Guide.	EMD	90 days	Existing EMD staff and contractors if available
3	UCP to stand up at the same time or prior to the EOC to ensure a clear picture of field operations	Pre-planning measures should include protocol for establishing UCP/EOC.	EMD	90 days	Existing EMD staff
4	LAPD's RACR division should be more proactive in providing the EOC with information regarding non related incidents that could potentially impact EOC/UCP focused operations.	As an advanced planning measure, include RACR and all "watch" type divisions in pre-planning briefings to understand the need for information sharing.	EMD	120 days	Existing EMD staff
5	Accommodations for foreign language and special need populations should always be a part of the early planning process.	Ensure information bulletins are processed in more languages other than English and include DOD staff in message crafting and dissemination process.	EMD and DOD	120 days	EMD staff, DOD staff and contractors if available
6	Reduce information gathering duplication of effort by Planning Section.	Involve divisions that have core functions of information gathering which could be utilized by the Planning Sections (i.e. Fire Prevention Bureau.)	EMD and FD	90 days	Existing EMD and FD staff
7	Fully ensure that all EOC workstations have supplies and provide for removal of sensitive information (i.e. shredders.)	Create EOC supplies checklist and provide weekly monitoring. Purchase and set up shredder in EOC.	EMD	30 days	Existing EMD staff
8	Capability to create situation status reports on one screen with an additional screen made available to view current information from other EOC positions.	Provide situation status leader workstation with toggle feature/additional screen to view two screens at same time.	EMD and ITA	90 days	Existing EMD and ITA staff
9	Clarify understanding and implementation of the approved Citywide Feeding Policy	The Citywide Feeding Policy as approved by the Emergency Operations Board needs to be understood and followed by the UCP, field	EMD and GSD	90 days	Existing EMD and GSD staff

		command personnel, EOC Management and Logistics in order to avoid confusion on feeding issues.			
10	Clarify the roles and responsibilities of the Logistics Section Coordinator and Deputy Coordinator	Better define the working relationship between and authorities of the Logistics Section Coordinator and Deputy Section Coordinator as per the City's Logistics Annex	EMD and GSD	90 days	Existing EMD and GSD staff
11	Duplication of requests for cost information requires unnecessary time spent managing numerous requests	There should be a standard process for the request/sharing of cost information during activations utilizing a central host or location for both.	EMD and CAO	120 days	Existing EMD and CAO staff
12	Better implementation of impromptu teleconferences	Notices for impromptu teleconferences should be done via phone and email. A call out notification method should be considered	EMD	30 days	Existing EMD staff