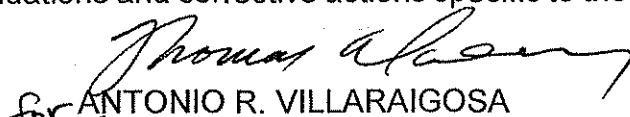




TRANSMITTAL

TO The Council	DATE APR 22 2009	COUNCIL FILE No.
FROM The Mayor		COUNCIL DISTRICT All

At its March 16, 2009 meeting, the Emergency Operations Board approved the attached 2008 Sayre Fire EOC Activation After Action / Corrective Action Report and recommended it be forwarded to the Mayor for approval and forwarding to the City Council. This report was generated in response to the City's activation of the EOC. The activation was in response to the wild land fires that started on November 14, 2008. Referred to as the "Sayre Fire," it ultimately burned 11,262 acres, damaging or destroying more than 600 structures. Approximately 500 of those destroyed were mobile homes in the Oakridge Mobile Home Park. The attached After-Action / Corrective Action report provides a narrative summary of the event, and recommendations and corrective actions specific to the activation to the EOC.

for 
ANTONIO R. VILLARAIGOSA
 Mayor

PUBLIC SAFETY



CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

Date: April 20, 2009

To: Antonio R. Villaraigosa, Mayor

From: Anna Burton, Executive Assistant
Emergency Operations Board



Subject: **2008 SAYRE FIRE EMERGENCY OPERATIONS CENTER ACTIVATION
AFTER ACTION / CORRECTIVE ACTION REPORT**

At its March 16, 2009 meeting, the Emergency Operations Board approved the attached 2008 Sayre Fire Emergency Operations Center Activation After Action / Corrective Action Report and recommended it be forwarded to the Mayor for approval and forwarding to the City Council.

Executive Summary

In response to the wild land fire that occurred Friday, November 14, 2008, the City of Los Angeles responded to a wild land fire in the Sylmar area of the City. This wind-driven fire, referred to as the "Sayre Fire," ultimately burned 11,262 acres, damaging or destroying more than 600 structures. Approximately 500 of those destroyed were mobile homes in the Oakridge Mobile Home Park. Over 500 LAFD firefighters responded to this fire with support from allied outside agencies. In all, approximately 1400 firefighting personnel were involved.

To support City response, the City's Emergency Operations Center (EOC) was activated in the early morning hours of Saturday, November 15, 2008. Representatives from various City departments with responsibilities of response, support or recovery operations were contacted and asked to send responders to the EOC. On Saturday, November 15, 2008, Mayor Antonio R. Villaraigosa signed a Declaration of Local Emergency and directed the City's Emergency Operations Organization to take all steps necessary for the protection of life and property in the affected area. In support of these ongoing efforts, the EOC remained operational until Sunday, November 16, 2008.

The attached After-Action / Corrective Action report provides a summary of the event and recommendations and corrective actions specific to the activation to the EOC. The Emergency Management Department will track these recommendations for improvement and, as appropriate, report back through the Emergency Operations Organization.

With your approval, this report should be forwarded to the City Council with the attached transmittal for its information and file.

c: Arif Alikhan, Deputy Mayor for Homeland Security and Public Safety

Attachment - 2008 Sayre Fire Emergency Operations Center Activation After Action / Corrective Action Report

CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

Date: March 9, 2009

To: William Bratton, Chair
Emergency Operations Board

Emergency Operations Board Members

From: Anna Burton, Executive Assistant
Emergency Operations Board



Subject: **2008 SAYRE FIRE EMERGENCY OPERATIONS CENTER ACTIVATION
AFTER ACTION / 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 2008 Sayre Fire Emergency Operations Center (EOC) Activation After Action / Corrective Action Report.

Executive Summary

On Friday, November 14, 2008 at approximately 2229 hours, the Los Angeles City Fire Department responded to a major emergency brush fire at 13000 W. Sayre Street in Sylmar. This fire was labeled the "Sayre Fire." It ultimately burned 11,262 acres, while damaging or destroying more than 600 structures. Approximately 500 of those destroyed structures were mobile homes in the Oakridge Mobile Home Park.

In response to this fire, the City's Emergency Operations Center (EOC) was activated at a Level Two at approximately 0200 hours on Saturday, November 15, 2008. Representatives from several City agencies were notified to respond. During response, this activation was elevated to a Level Three. The EOC remained operational until 0600 hours on Sunday, November 16, 2008. In support of the City's efforts, on Saturday, November 15, 2008, Mayor Antonio R. Villaraigosa signed a Declaration of Local Emergency and directed the City's Emergency Operations Organization to take all necessary steps for the protection of life and property in the affected area.

As the lead City department responsible for drafting EOC After Action Reports, the Emergency Management Department (EMD) submits the attached After Action / Corrective Action Report for approval and forwarding to Mayor and City Council. This report, approved by the Emergency Management Committee at its March 4, 2009 meeting, includes a summary of event activities and recommendations for improvement. The EMD is the lead responsible for tracking all associated recommendations and reporting back on the status of implementation through the Emergency Management Committee

Attachment – 2008 Sayre Fire Emergency Operations Center (EOC) Activation After Action / Corrective Action Report

CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE

Date: February 26, 2009

To: Anna Burton, Chair
Emergency Management Committee

Emergency Management Committee Members

From: Rob Freeman, Operations Division Chief
Emergency Management Department



Subject: **SAYRE FIRE EMERGENCY OPERATIONS CENTER (EOC)
ACTIVATION AFTER ACTION / CORRECTIVE ACTION REPORT**

Recommendation

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

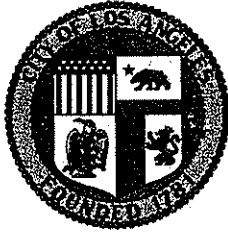
Executive Summary

Pursuant to terms of the City's Emergency Operations Master Plan and Procedures (Master Plan), the City's Emergency Management Department (EMD) is responsible for preparing an After-Action / Corrective Action Report for each activation of the City's EOC. At the request of the Los Angeles Fire Department and EMD, the City's EOC was activated on November 15, 2008 in order to support the Unified Command structure. The EOC provided multi-agency coordination of information and available resources. The attached After-Action/Corrective Action report provides an overview of the activation including specific recommendations for improvements in procedures.

The Emergency Management Department (EMD) is designated as the lead agency for preparation of such reports. EMD requested and received individual reports from each of the affected EOC response agencies. The attached report represents a summarization of those comments and recommendations and incorporates additional suggestions for revision provided by the EMC at its meeting of February 4, 2009 and by the City's Department on Disability subsequent to that meeting. EMD will be the lead agency for implementing and tracking the recommended corrective actions in accordance with requirements of the National Incident Management System (NIMS). Questions regarding this report can be directed to me at rob.freeman@lacity.org or 213 978-0590.

Attachment

- DRAFT -



**After Action/Corrective Action Report
November 14-16, 2008
Sayre Fire
EOC Activation**

December 15, 2008



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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

Sayre Fire

C. Event Date(s)

November 14-16, 2008

D. Event Location

Urban-wild land fire that occurred in Sylmar, CA. City of Los Angeles EOC activated (200 N. Main Street, P-4 Level, Los Angeles, CA 90012)

E. EOC Activation Duration

Two days. EOC activated at 0200 hours, Friday, November 14, 2008 and deactivated at 0600 hours, Sunday, November 16, 2008.

F EOC Activation Lead Agency

Los Angeles Fire Department (LAFD)

G. EOC Activation Level

Level II (Level I, plus additional agencies as requested by EOC Director). During first operational period, activation was increased to a full Level III.

H. EOC Activation Participating Agencies

- Animal Services Department
- Department of Building and Safety (DBS)
- City Administrative Officer (CAO)
- City Attorney's Office
- Department on Disability (DOD)
- Emergency Management Department (EMD)
- Fire Department (LAFD)
- Department of General Services (GSD)
- Housing Department
- Information Technology Agency (ITA)
- Office of the Mayor
- Personnel Department
- 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)

I. EOC Activation Chronology

On Friday, November 14, 2008 at approximately 2229 hours, the Los Angeles City Fire Department responded to a major emergency brush fire at 13000 W. Sayre Street in Sylmar. This wind driven fire quickly progressed through heavy brush into residential areas above the 210 Freeway and west of the 5 Freeway. The "Sayre Fire" ultimately burned 11,262 acres and damaged or destroyed more than 600 structures. Approximately 500 of those destroyed were mobile homes in the Oakridge Mobile Home Park. Over 500 LAFD firefighters responded to this fire with support from allied agencies. In all, approximately 1400 firefighting personnel were involved.

The City's Emergency Operations Center (EOC) was activated at a Level Two at approximately 0200 hours on Saturday, November 15, 2008. Representatives from the City agencies listed above were contacted to send responders to the EOC. Ultimately the EOC Director determined to increase the activation to a full level three. The EOC remained operational until 0600 hours on Sunday, November 16, 2008.

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, Damage Assessment, Mass Care, Public Works, Transportation, and Utilities.

A preliminary situation report was developed at 0500 hours which indicated that the fire began in Sylmar and was moving rapidly in a west-southwest direction impacting the 210 and 5 freeways. Five thousand (5,000) individuals were evacuated; three (3) initial evacuation/shelter sites were established (Sylmar HS, San Fernando HS and Kennedy HS). Olive View Hospital sheltered in place. Large animal evacuation sites were established at Hansen Dam and Pierce College.

Initial EOC objectives were developed as follows:

1. Establish and maintain City-wide situational awareness and resource status
2. Support operations in at the incident and unified command levels
3. Develop and maintain a public information management process
4. Establish and maintain a mass care and shelter process
5. Assess and obtain necessary emergency declarations at the local, state and federal level
6. Maintain Level Three activation of the EOC

By 0700 hours a situation report was developed indicating approximately 10,000 people had been evacuated. A wide variety of Fire Branch resources were deployed. Law Branch reported that LAPD had implemented a Minimum Operating Force mode with available personnel directed to respond to a Staging Area at LAPD Mission Station. Damage Assessment Branch assigned six inspectors to the Incident Command Post. Mass Care Branch formalized the establishment of shelter locations at Sylmar HS, San Fernando HS, Kennedy HS and Chatsworth HS. Public Works Branch staged a variety of field support resources including barricades, loaders, trucks, water trucks, fuel; trucks and personnel. Transportation Branch coordinated street closures, deployment of traffic control officers to the affected area and used the ATSAC Center for analysis and modification of signal timing as needed. Utilities Branch reported that one DWP Industrial Station had burned and was destroyed. DWP was prepared to do load shedding if necessary.

Operations Branches submitted another briefing to EOC Management at 1200 hours. Fire Branch provided a complete report on all of the resources from LA City Fire and allied agencies that were deployed to the incident. Utilities Branch continued to meet

water supply needs and also supplied fuel to field responders at four sites. Several LADWP transmission lines were affected by the fire but returned to service. Law Branch continued evacuation efforts in the residential areas surrounding the path of the fires. Animal Services Unit of the Mass Care Branch continued to coordinate evacuation of pets and large animals with two sites established for horses (Hansen Dam and Pierce College) and two sites for pets (Sylmar HS and West Valley Animal Shelter.) Mass Care Branch continued to maintain four shelter sites (Sylmar HS, San Fernando HS, Kennedy HS and Chatsworth HS). Damage Assessment Branch coordinated safety assessment resources through the Incident Command Post. Public Works Branch provided fuel, barricades, heavy equipment and offered Geographic Information System (GIS) specialists for the EOC Planning Section. Transportation Branch (LADOT) coordinated freeway and street closures with Cal Trans and CHP.

At 7:55 am on Saturday, November 15, 2008, Mayor Antonio R. Villaraigosa signed a Declaration of Local Emergency and directed the City's Emergency Operations Organization (EOO) to take steps necessary for the protection of life and property in the affected area. The EOC coordinated this declaration and the release of emergency public information through media releases.

An EOC Action Plan covering the time period from the start of the activation to 1800 hours, Saturday, November, 15, 2008 was produced. The plan summarized the current situation with specific emphasis on weather, size of the fire, significant fire movement, damage assessment, evacuations, evacuation centers and sheltering, animal evacuations, road closures, utilities status and injuries. The initial or "hasty" objectives developed were continued for the duration of the operational period.

An additional EOC Action Plan was developed for the operational period 1800 hours, November 15, 2008 through 0600 hours, November 16, 2008. The following objectives were established:

1. Maintain City-wide situational awareness and resource status
2. Support operations at the incident and unified command levels
3. Maintain a public information management process
4. Maintain a mass care and shelter process
5. Working with the Operational Area, the State and applicable Federal agencies, initiate the process for individual assistance for affected citizens.
6. Scale back EOC Operations to Level Two activation
7. Establish a Security Plan for evacuated areas.

A final EOC Action Plan was developed for the operational period 0600 hours, November 16, 2008 through 1800 hours, November 16, 2008. The following objectives were established.

1. Maintain City-wide situational awareness and resource status
2. Support operations at the incident and unified command levels
3. Maintain a public information management process

4. Maintain a mass care and shelter process

This plan was approved but the EOC was deactivated at 0600 hours, November 16, 2008.

J. Synopsis

The EOC was activated to provide support to the field response by the Los Angeles City Fire Department and other support agencies, coordinate available resources, public evacuation, mass care and sheltering, emergency public information and the beginning of recovery efforts. The decision to activate the EOC was made jointly by EMD and LAFD in coordination with the Mayor's Office and LAPD. LAFD served as Director of the EOC under unified coordination with EMD and LAPD 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 Operations. ICS Branches within Operations were established for Law, Fire, Damage Assessment, Mass Care, Public Works, Transportation, and Utilities. 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. EMD has developed a new "EOC Process Planning P," which has proven to be a very effective system for structuring 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 the November 13-14, 2008 Golden Guardian Exercise. In many ways the planning and management processes used in the exercise transitioned seamlessly into use for the real event of the Sayre Fire. Management coordinated the EOC's emergency public information process as well as liaison with other jurisdictions including the County of Los Angeles and state of California Office of Emergency Services

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. Most of the EOC Action Plan objectives supported the field activities of those branches in terms of establishing and maintaining good situational awareness and resource coordination.

Specifically, monitoring the status of the fires, fire suppression and rescue activities within the Fire Branch. Supporting the evacuation and public safety missions of the Law Branch. Coordinating public shelter and animal control issues of the Mass Care Branch. Coordinating traffic control and street closure missions of the Transportation Branch. Coordinating safety inspection activities of the Damage Assessment Branch. Coordinating debris removal and support missions of the Public Works Branch. Monitoring status of the City's power and water systems through the Utilities Branch. Operations Section conducted its own sectional briefings to support the management level meetings of the overall Planning P process. Status information was documented in the WebEOC system and used by management to support development of the EOC Action Plans.

The Logistics Section provided resources to the incident that branches were unable to obtain through their own supply chains at the field level. Specific resource issues included fuel, water, Law Branch mission coordination, support of shelter operations, various communications services requests, personal protective equipment, and portable toilets

The Finance and Administration Section tracked costs, coordinated the Declaration of Local Emergency and established a framework for the recovery process.

As field responders concluded fire suppression, rescue, evacuation and sheltering missions, a decision was made at 0600 hours on Sunday, November 16, 2008 to deactivate the EOC. A number of recovery issues were still ongoing which will be addressed in the "areas requiring improvement" section. Overall, however, the EOC functioned in accordance with the National Incident Management System and the new Planning P processes which enabled management by objective and effective overall inter-agency coordination during this event.

II. Findings

(A) Practices to Sustain

1. Use of the "Planning P" management process in the EOC. Several departments reported on the effectiveness of this system and process for managing work in the EOC and recommended continuing and enhancing its use.
2. Use of color-coded vests with clear identification of responder position and function was very helpful.
3. Deployment of EMD staff to serve as Deputy Section Coordinators for Operations and Planning and as Deputy Director for the Management Section was effective. LAFD reported this new practice was of great help to their staff who serve as Section Coordinators and EOC Director in terms of providing procedural and policy guidance, support in supervising staff, and overall assistance with sectional functions, documentation and execution of the Planning P processes.
4. Use of the WebEOC incident management system was helpful but not ideal. LAFD felt it was an effective tool for maintaining and sharing situational and

- resource awareness. Other department commented on the need for improvements in this area.
5. Some departments reported improvements in the notification of departments for EOC response by the 3-1-1 Call Center when compared to previous events.
 6. Some departments reported improvements in resource requesting and tracking by the Logistics Section compared to previous events. Others commented in the need for improvements in this area.
 7. General and Command Staff meetings were held promptly and were focused and concise.
 8. Communication between the EOC Operations Law Branch and the LAPD DOC was effective.
 9. Communication and interaction between the EOC Sections and the individual assignments within the EOC was very positive and good.
 10. Replacement personnel arrived in a timely fashion which enabled a smooth transfer of position authority.
 11. Technical support from ITA was good.
 12. Use of ICS and NIMS was very apparent throughout all areas of the EOC.

(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. Departments need to send experienced, trained staff to the EOC. Management reported that some responders appeared to lack the ability to make crucial decisions. Departments also need to develop clear internal protocols for sending responders to the EOC when activated.
3. The EOC was deactivated prematurely. The EOC could have remained activated at a Level II to coordinate the recovery process. Many of these tasks were conducted and coordinated at a department level following deactivation of the EOC. The EOC would have provided better multi-agency coordination for the recovery phase of the event.
4. Additional training is needed on the Planning P. Recent training targeted specific personnel that were assigned to the Golden Guardian Exercise. All EOC responders need to be trained in the process.
5. Additional training is needed on resource management and resource request processes. Logistics Section procedures for resource management, including but not limited to effective use of WebEOC, need to be reviewed and updated. EMC Logistics Subcommittee recommended as an inter-agency body to work on these issues.
6. Development of a City-wide internal notification/alerting system to be used by all departments.
7. Fully integrate the City's Department on Disability into the EOC process to insure appropriate handling of all issues related to people with disabilities in a disaster. Numerous specific suggestions were made by DOD regarding their

role in the EOC Operations Section Mass Care Branch. Recommend a permanent position in the Mass Care Branch and that DOD send a responder to all Level II and Level III activations.

III. Conclusion

The Sayre Fire EOC activation occurred immediately following activation of the City's EOC for the Golden Guardian exercise. Many of the exercise participants had also recently completed EOC training on the new Planning P process and/or attended the City's Annual Emergency Management Workshop where there was additional training and a table top exercise on these procedures. Consequently, many of the staff who responded to the Sayre Fire EOC activation were familiar with the new procedures and were able to use them effectively in a real emergency event. Some even commented that the activation was like a "continuation" of the exercise that occurred on November 13 and 14, 2008. There was an evident improvement in EOC effectiveness during this event compared to recent activations which can be attributed in part to recent training.

Overall multi-agency coordination was effective. The EOC Operations Section was developed to support field activities. Branches were staffed in the EOC to match those active in the field. Fire and Law Branches were very active in terms of supporting fire suppression, rescue and evacuation missions. The EOC Mass Care Branch has become a very effective coordination point for City-wide sheltering, animal services and other human care issues. Yet, despite these successes much work remains to be done to insure that all citizens affected by a disaster, especially those with specific needs, are included in our mass care and assistance planning, response and recovery efforts.

The Logistics Section worked effectively to support resource needs at the field level. But 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.

A common concern expressed in many department AAR submittals was the need for additional WebEOC training. Most EOC responders have only a basic familiarity of the system or were trained on the job during the activation. WebEOC training should be resumed by EMD. All departments with EOC response roles need to work more actively and effectively with ITA to insure we are getting the most out of this application.

General and Section-specific EOC training classes need to be offered. Recent training was geared to participants of the Golden Guardian Exercise. We need to train the larger audience of general EOC responders. Concurrently, departments need 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.

IV. 11/15-11/16/2008 Sayre Fire EOC Activation Improvement Plan - Recommended Corrective Actions

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	Insure that EOC responders from City departments are properly qualified	Develop certification and qualification criteria for all EOC responder positions	EMD	90 days	Existing EMD staff and contractors if available
3	Insure that the EOC remains activated to provide multi-agency coordination for recovery efforts	Develop protocols for maintaining EOC activation through the recovery phase of events	EMD	90 days	Existing EMD staff and contractors if available
4	Insure that EOC responders are trained in use of the Planning P and Section specific processes	Continue to offer general EOC training on the Planning P process; develop and conduct Section-specific EOC training	EMD	120 days	Existing EMD staff and contractors if available
5	Insure that EOC responders are trained in resource management protocols	Review and revise resource management protocols, including use of WebEOC. Develop and conduct training of responders	GSD and EMD	120 days	Existing GSD and EMD staff and contractors if available
6	Develop a City-wide internal notification and alerting system	Refer recommendation to EMD Operations Division for review and consideration in ongoing work with LAFD and City-wide notification systems initiatives	EMD	90 days	Existing EMD staff
7	Insure complete integration of disability issues into EOC planning, response and recovery protocols	Designate the City's Department on Disability (DOD) as a formal member of the Mass Care Branch; develop appropriate DOD EOC response and recovery procedures and protocols re: physical and programmatic accessibility for person with disabilities	Department on Disability	60 days	Existing DOD staff with assistance from EMD as available