

**TRANSMITTAL**

To:  
**THE COUNCIL**

Date: (OCT 16 2013)

From:  
**THE MAYOR**

**TRANSMITTED FOR YOUR CONSIDERATION. PLEASE SEE ATTACHED.**



(Ana Guerrero)

**ERIC GARCETTI**  
Mayor

Date: October 2, 2013

To: Eric Garcetti, Mayor

From: Anna Burton, Executive Assistant  
Emergency Operations Board



Subject: **MAY DAY 2013 EMERGENCY OPERATIONS CENTER (EOC)  
ACTIVATION AFTER ACTION REPORT/CORRECTIVE ACTION PLAN**

At its September 16, 2013, meeting, the Emergency Operations Board approved the attached May Day 2013 Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan and recommended it be forwarded to the Mayor for approval and forwarding to the City Council.

Executive Summary

On May 1, 2013, City of Los Angeles EOC was activated as a planned measure to provide Citywide coordination of information and resources for the 2013 May Day Event. EMD consulted with the Los Angeles Police and Fire Departments and the Office of the Mayor during the pre-event planning. A joint decision was made to activate the EOC to a Level II Bravo (Law Enforcement Lead). The EOC was activated to provide support to field response agencies and to ensure effective coordination and management of Citywide response should the event escalate.

The attached report was approved by the Emergency Operations Board at its September 16, 2013, meeting. The report identifies the departments involved and a chronology of activities. It also provides recommendations of corrective actions specific to the activation of the EOC. EMD will track areas recommended 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.

Attachment – May Day 2013 Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan

c: Eileen Decker, Deputy Mayor for Homeland Security and Public Safety

CITY OF LOS ANGELES  
INTER-DEPARTMENTAL CORRESPONDENCE



Date: September 9, 2013

To: Charlie Beck, Chair  
Emergency Operations Board

Emergency Operations Board Members

From: Anna Burton, Executive Assistant  
Emergency Operations Board

A handwritten signature in cursive script that reads 'Anna Burton'. The signature is written over the printed name and title of the sender.

Subject: **MAY DAY 2013 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 May Day 2013 Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan.

Executive Summary

On May 1, 2013, City of Los Angeles EOC was activated as a planned measure to provide Citywide coordination of information and resources for the 2013 May Day Event. EMD consulted with the Los Angeles Police and Fire Departments and the Office of the Mayor during the pre-event planning. A joint decision was made to activate the EOC to a Level II Bravo (Law Enforcement Lead). The EOC was activated to provide support to field response agencies and to ensure effective coordination and management of Citywide response should the event escalate.

The attached report represents a summary of the activation. This report was approved by the Emergency Management Committee at its September 4, 2013, meeting with the recommendation it be forwarded to the Board for approval. If approved, EMD will forward the report to the Mayor for transmittal to the City Council.

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

Attachment – May Day 2013 Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan

CITY OF LOS ANGELES  
INTER-DEPARTMENTAL CORRESPONDENCE



Date: August 26, 2013

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

From: Rob Freeman, Operations Division Chief  
Emergency Management Department

Subject: **MAY DAY 2013 EMERGENCY OPERATIONS CENTER (EOC)  
ACTIVATION AFTER ACTION REPORT/CORRECTIVE ACTION PLAN**

Recommendation

That the Emergency Management Committee (EMC) approve the attached 2013 May Day Emergency Operations Center (EOC) Activation After-Action Report/Corrective Action Plan (AAR/CAP) and forward to the Emergency Operations Board (EOB) for approval.

Summary

The EOC was activated as a planned measure to provide effective Citywide coordination of information and resources for the 2013 May Day Event. EMD consulted with LAPD, LAFD and the Mayor's Office during the pre-event planning and a joint decision was made to activate the EOC to Level II BRAVO (Law Enforcement Lead). The EOC was activated to provide support to field response agencies and to insure effective coordination and management of Citywide response should the event escalate.

The attached AAR 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 2013 May Day EOC Activation

August 21, 2013



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## **I. Executive Summary**

### **A. Statement of Purpose**

The Emergency Management Department (EMD) is responsible for preparing a formal After Action Report/Corrective Action Plan (AAR/CAP) following all activations of the City's Emergency Operations Center (EOC). AAR/CARs are intended to assist the City of Los Angeles analyze its EOC activation, staffing and management processes in order to document the following:

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

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

### **B. Event Name**

2013 May Day Emergency Operations Center (EOC) Activation

### **C. Event Date**

May 1, 2013

### **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 0800 hours on Wednesday, May 1, 2013, and deactivated at 2000 hours Wednesday, May 1, 2013.

### **F. EOC Activation Lead Agency**

Los Angeles Police Department (LAPD)

## **G. EOC Activation Level**

Level II BRAVO (Law Enforcement Lead)

## **H. EOC Activation Participating Agencies**

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

## **I. EOC Activation Chronology**

The EOC was activated as a planned measure to provide effective Citywide coordination of information and resources for the 2013 May Day Event. EMD consulted with LAPD, LAFD and the Mayor's Office during the pre-event planning and a joint decision was made to activate the EOC to Level II BRAVO (Law Enforcement Lead). The EOC was activated to provide support to field response agencies and to insure effective coordination and management of Citywide response should the event escalate. Specifically there was concern regarding the following intelligence reports:

- May Day is an annual day of celebration for the international labor movement.
- It was estimated that approximately 50,000 people would gather in downtown Los Angeles.
- Protest activities were planned throughout Los Angeles (Occupy LA).
- Disruption of major traffic arteries was anticipated.
- Demonstrations would be held on key political issues.
- Disruption of downtown businesses and streets was anticipated.
- Immigrant rights activists were expected to participate in May Day events.

The planned activation of the EOC took place at 0800 hours on May 1, 2013, with pre-determined National Incident Management System (NIMS) positions staffed by City agencies. All five (5) NIMS functional EOC sections were activated: Management, Operations, Planning and Intelligence, Logistics and Finance and Administration.

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

The Planning and Intelligence Section coordinated a scheduled series of management and coordination meetings using processes developed by EMD. This included regular situation briefings and status updates regarding key issues. Meetings were held as follows:

### **0900 hours – Initial Management and Coordination Staff Meeting**

The EOC Director and Deputy Directors briefed Management and Coordination staff on the scope of activities for day/Operational Period and received the “Director’s Intent.” The meeting also provided an opportunity for the Director and Deputy Directors to modify EOC Standing Objectives and add event specific objectives

### **1130 hours – Situation Update Meeting**

This was an informal meeting for the Planning and Intelligence Section to give a brief update on the event situation.

### **1300 hours – Coordination Meeting**

This was a more formal meeting where the Planning and Intelligence Section gave Management an update on the current situation. The Operations Section provided an overview of current priority support missions and anticipated challenges. Each Section Coordinator reported on their situation and any conflicts that required resolution. Management reviewed and approved the coordination effort proposed by the Operations Section.

Operations Branches reported the following:

#### Law Enforcement

- Provided update on current deployment of law enforcement resources
- Provided situation update on Critical Mass/Wyvernwood Bike Ride event from the Japanese American Museum to MacArthur Park. No additional resources required.
- Provided situation update on American Apparel March including new route information
- Provided situation update on Janitors for Justice March; 500 marchers expected
- No arrests reported

#### Fire/EMS

- Confirmed LAFD resource deployment. LAFD mission to provide for the safety of all responders, participants and observers. Provide situational awareness to EOC.

### Transportation

- LADOT Parking Enforcement placed traffic officers and supervisors on modified tactical alert
- ATSAC camera support requested and provided
- Transportation Plan developed and disseminated
- Provided update on deployment of traffic officers for Immigrant Rights March
- Provided situation update on revised timeline for Immigrant Rights March
- Progressive street closures underway

### Public Works

- Bureau of Sanitation and Bureau of Street Services field crews on stand-by
- Requested barricades delivered to identified intersections
- Additional Street Services resources on watch due to high wind conditions

### Utilities

- No issues to report regarding power, water or gas services

### Mass Care

- Recreation and Parks, Red Cross and other support agencies on stand-by
- Staff on alert at Recreation Centers, specifically Lincoln Park and Echo Park, in case they need to serve as shelter or evacuation locations

### Management - Public Information Officer

- EMD released an informational bulletin to City staff regarding the May Day Event
- Traffic information posted on City website
- General public information posted on EMD Facebook and Twitter social media Internet sites
- Media Advisory regarding street closures released in advance of event

### **1500 hours – Situation Update Meeting**

A follow-up meeting was held where the Planning and Intelligence Section gave Management a brief update on the event situation.

### Transportation Branch

- Reported revised information on closing of Cesar Chavez Street from Spring Street to New High Street per LAPD
- Immigrant Rights March participants estimated at 3500
- Provided update on closure of Broadway, Olympic, 9<sup>th</sup>, 8<sup>th</sup> and 7<sup>th</sup> Streets with revised opening times

### **1700 hours – Planning Meeting**

This was another formal meeting where the Planning and Intelligence Section gave a more detailed situation status briefing. Operations Section provided an update on the scope of anticipated efforts for the remainder of the Operational Period and discussed the possibility of continuing the activation to another Operational Period. Management reviewed staffing needs.

Meeting scope and objectives were adjusted as the EOC ran only one Operational Period and was preparing to deactivate. The situation did not require formal written plan; initial objectives for single operational period were achieved.

### **1745 hours – Demobilization Meeting**

Discussion to deactivate the EOC at 2000 hours.

## **II. Synopsis**

May Day has become a nationally recognized day for the labor and immigration movement. Immigration rights advocates collaborated with the Occupy movement to coordinate nationwide activities.

There were two (2) major May Day marches for the 2013 event in Los Angeles.

### **1. Full Rights for Immigrants Coalition and May Day Coalition**

Assembled 1100-1300; Started march 1300-1400 hours

The Assembly Area for the march was Broadway south of Olympic Blvd. The march proceeded northbound to Broadway, continuing northbound to Chavez then turned eastbound to Main Street, south on Main to stage located on Main and Arcadia Street. A crowd gathered for a rally in support of changes to immigration law on Main Street and the Plaza area at Olvera Street.

A group from American Apparel marched from their building at 700 S. Alameda, northbound on Central Avenue, then westbound on 5<sup>th</sup> Street. They joined the first march and continued with them northbound on Broadway to Olvera Street.

### **2. Southern California Immigration Coalition**

Assembled 1400-1600; Started march 1630 hours

This group gathered on Broadway south of Olympic, marched northbound on Broadway to stop at 3<sup>rd</sup> Street. The group used a flatbed truck to lead the march, then used same truck as stage to hold a rally in support of changes in immigration law.

## **A. Major Developments**

The EOC was activated at 0800 hours to provide support to the Unified Command Post set up in City Hall East (P4). 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 mirrored and supported the Unified Command organization established in the field.

The EOC was organized according to the Incident Command System (ICS) and federal Emergency Support Functions. Sections were staffed for Management, Operations, Planning & Intelligence, Logistics and Finance & Administration. ICS Branches within Operations were established for Law, Fire, Mass Care, Public Works, Transportation, and Utilities. The Liaison Officer integrated the outside Agency representation from Los Angeles County Office of Emergency Management (LAC OEM).

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 was used for the first time in an actual event. The process enabled the Management Section to develop better action plans than in previous activations but many responders were still unfamiliar with or new to these processes. Management coordinated the EOC's emergency public information process as well as liaison with other jurisdictions including the County of Los Angeles and the California Governor's Office of Emergency Services (Cal OES).

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

The Operations Section consisted of Branches as previously defined. The Branch activities focused primarily on monitoring the status of the May Day marches, rallies, and protests, providing resource support to the field, as needed, providing information on the status of the City's traffic situation and street closures, and monitoring the overall City footprint for other threats, disruptions, or impacts to City services.

Once the May Day activities concluded, the UCP communicated initiation of demobilization planning, at 1700 hours the decision was made to deactivate the EOC. Demobilization of the EOC was executed at 1745 hours. The EOC transitioned its operations to EMD Duty Officer status.

## **B. Core Capabilities**

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

- Intelligence and Information Gathering and Sharing
- DOC to EOC communications using WebEOC system
- Recognition of Indicators and Warnings
- EOC Management and Coordination Planning Processes

## **C. EOC Objectives**

The EOC utilized pre-developed Standing Objectives and then developed event specific objectives during the planning and meeting cycle.

### **III. Findings**

#### **(A) Practices to Sustain**

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

##### **1. Level II EOC Coordination Planning Process**

A new coordination planning process for use in Level II activations that incorporates use of scheduled situation briefings and updates with set structure and agendas was used in the City's 2012 Annual EOC Exercise and for the Level II May Day 2013 activation. Staff did not develop a formal written coordination plan for future shifts but rather standing objectives were used and refined as needed during briefings and coordination meetings. Responders from several agencies, especially those in the Management Section, reported the effectiveness of this new process, specifically the meeting agendas, written concept of operations and planning meeting coordination.

The May Day activation was also the first major event where EMD staff served as the EOC Planning and Intelligence Section Coordinator. Staff from LAPD served as Deputy Section Coordinators for the Planning and Intelligence Section and reported favorably on the change in staffing assignments. EMD's professional emergency managers are best suited for the Section Coordinator position by virtue of their familiarity with the EOC Coordination Planning Process, meeting structure, and position responsibilities.

##### **2. EOC Responder Check-in Process**

EMD implemented its updated EOC responder check-in process that included use of new technology and intern/volunteer staff support. Both of these new practices proved to be effective. Responders reported that the check-in was efficient and effective.

##### **3. EOC Facilities Readiness**

Several responders commented favorably on the cleanliness and physical state and organization of the EOC Main Coordination Room and support rooms. The EOC has been in operation for four (4) years and responders noted it remains a well organized and maintained facility. Responders also commented on the effectiveness of EMD staff who served as Section Coordinator (Planning and Intelligence, Deputy Section Coordinator (Operations), EOC Coordinator and Management Support Staff, reporting that they were helpful and knowledgeable.

##### **4. Inter-Agency Cooperation and Coordination**

Responders from various agencies reported that they worked well together as a team under NIMS/SEMS organizational structure. Staff in differing Sections, Branches and Units exchanged information and worked in a collaborative manner.

## **(B) Areas Requiring Improvement**

The following areas were reported as requiring improvement.

### 1. Information Management

The new Level II process continued to work well during the 2013 May Day activation, but concerns were raised about the compilation, sharing and management of information, particularly as related to situation status. Specific recommendations for improvement include the following.

- a. Provide better guidance on use of Branch level situation status and objective forms.
- b. Improve/enhance the use of WebEOC software by DOCs, especially LAFD and LAPD.
- c. Provide responders with better training in the use of WebEOC.
- d. Provide Management Section level training on the EOC Coordination Planning Process.

### 2. EOC Responder Feeding Policy

Responders commented negatively about the meal coordination for responders for the May Day 2013 activation. Responders complained that they were not given advance notice that food was not being provided. This caused problems for dietary restrictions and individual planning.

EMD and GSD should continue their review of the current process and develop a more effective, thorough policy to ensure efficiency.

### 3. EOC Activation Debriefing

Several responders pointed out that there was no formal activation debriefing session or “hot wash” following the event. Some commented that the responder evaluation form method used for the May Day 2013 was not an adequate means of reviewing strengths and weaknesses of the activation. In previous Level II activations a formal debriefing session was scheduled at deactivation or a later date in order to provide an opportunity for comments and discussion. EMD should review this practice and consider reinstating the formal debriefing session.

### 4. EOC Training

Approximately 20% of the responders who completed evaluations reported they had not attended any of the EMD provided training classes (EOC 101/201/301),. Another 20% reported they had completed the basic level EOC 101/201 course but not the position specific EOC 301 class. 60% of the responders reported they had attended all of the EMD provided training classes.

This number has increased by approximately 10% since 2012, but improvement is still required. EMD should continue its in house training program. Key EOC response departments should continue to support the training and require their staff to attend.

#### **IV. Conclusion**

The May Day 2013 event provided another opportunity to use the Level II EOC coordination process, forms and procedures. These have proven to be effective as evidenced by the level of cooperation and coordination between EOC responder agencies. Additionally, the now four (4) year old City EOC remains a well maintained and managed, state-of-the art facility. Continued improvements are recommended in the areas of information management, training and some specific policies such as feeding and debriefing. The WebEOC application is still not being used to full capabilities. This is especially the case in terms of DOC to EOC communication and training of EOC responders.

The following matrix identifies specific recommended corrective actions.

V. 05/01/2013 May Day EOC Activation Corrective Action Plan

No.	Required Improvement	Corrective Action	Lead Agency	Timetable	Resources Required
1	Information Management	Provide better guidance on use of branch level situation status and objective forms.	EMD	90 days	Existing EMD staff resources; EOC Task Force; EOC 301 Training Class
2	Information Management	Improve/enhance the use of WebEOC software by DOCs,	EMD and ITA	120 days	Existing EMD, ITA, DOC staff resources. Contract programmers as available (grant funding)
3	Information Management	Provide responders with better training in the use of WebEOC	EMD and ITA	90 days	Existing EMD and ITA staff resources
4	Information Management	Provide Management Section and Planning and Intelligence Section level training on the EOC Coordination Planning Process	EMD	120 days	EMD staff resources and approved grant funded contractor
5	EOC Responder Feeding Policy	Review EOC feeding policy and draft recommendations for improvement	EMD and GSD	60 days	Existing EMD and GSD staff resources
6	EOC Activation Debriefing	Review current practice; evaluate reinstating the formal debriefing meeting process	EMD	30 days	Existing EMD staff resources
7	EOC Training	Evaluate methods of increasing percentage of EOC responders who complete required training	EMD	60 days	Existing EMD staff resources