



# **After Action Report/Corrective Action Plan Made In America Concert EOC Activation**

**January 26, 2015**



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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/CAPs are intended to assist the City of Los Angeles in analyzing 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, and
- Improvement plan with recommended corrective actions, responsibilities and timelines.

The AAR/CAP 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. 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**

Made In America Emergency Operations Center (EOC) Activation

**C. Event Dates**

August 30 – 31, 2014

**D. Event Location**

Grand Park  
200 N. Grand Avenue  
Los Angeles, CA 90012

**E. EOC Activation Duration**

Two (2) days: The EOC was activated at 1400 hours on Saturday, August 30, 2014, and deactivated at 0100 hours on Sunday, August 31, 2014. The EOC was re-activated at 1100 hours on Sunday, August 31, 2014, and deactivated at 0100 hours on Monday, September 1, 2014.

**F. EOC Activation Lead Agency**

EMD

## **G. EOC Activation Level**

Level I (EMD Lead)

## **H. EOC Activation Participating Agency**

EMD

## **I. EOC Activation Chronology (Day One – August 30<sup>th</sup>)**

The EOC was activated to provide effective Citywide coordination of information and resources for the Made In America event. Based on information received during pre-event planning meetings with the Los Angeles Police Department (LAPD), Los Angeles Fire Department (LAFD), Department of Transportation (LADOT), Los Angeles County Sheriff (LASD) and the Office of the Mayor; there was an EOC Level I (EMD Lead) activation to support field response agencies and the Unified Command Post (UCP). The following factors weighed into this decision:

- Two-day music festival featuring three stages, each presenting a unique multiple-act lineup,
- Approximately 50,000 person capacity ticketed, per day event (36,000 tickets pre-sold each day),
- Event featuring multiple beer gardens throughout the festival site,
- Several major street closures, and
- Anticipated disruption of major traffic arteries and downtown businesses.

The activation of the EOC took place at 1400 hours on August 30, 2014. The EOC was activated at a Level I on both days, which required staffing by an EMD Duty Officer and Duty Team. Other City response and support agencies performed field response and Unified Command Post UCP duties, and were on call for EOC deployment, if needed.

EMD's Duty Team staffed the following EOC positions:

- EOC Director,
- Planning and Intelligence Section Coordinator, and
- Planning and Intelligence Section, Situation Status Unit Leader.

The Planning and Intelligence Section used an advanced EOC Coordination Plan that was developed by EMD Planning Unit in conjunction with the Duty Officer. The EOC Planning and Intelligence Section coordinated a scheduled series of management and coordination meetings using the advanced plan and coordination processes developed by EMD. This included regular situation briefings and status updates regarding key issues. Meetings were held as follows:

### **1430 hours – Initial Briefing and Coordination Meeting**

The Planning and Intelligence Section Coordinator briefed the EOC responders on the advance EOC Coordination Plan and the anticipated schedule of events which was taken from the

Unified Command's Advanced Event Plan for day one of the Made In America Concert. EMD also staffed the Liaison Officer position at the UCP located at the Los Angeles County Kenneth Hahn Hall of Administration, Room B-62. This Liaison Officer provided the EOC with regular status briefings based on their attendance at UCP briefings and planning meetings.

### **1500 hours – Planning Meeting**

The Planning and Intelligence Section Coordinator provided an updated situation report and implemented the pre-established, advanced event EOC management and coordination objectives that were approved by the EOC Director (See Section C – Objectives on page 7). Event attendance was reported at 11,650. The EOC maintained communications with the LAPD Department Operations Center (DOC) and LADOT staff at the UCP regarding closure and opening of streets and pedestrian traffic. Additionally, the EOC provided updates, as needed to the Los Angeles County Office of Emergency Management Duty Officer. An EOC Situation Report (EOC 909) was prepared which included current weather conditions, an incident summary, identification of possible life-safety issues, and other critical issues and information. The report was approved and released at 1600 hours.

### **1700 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an updated situation report and confirmed status of the established objectives. The EOC coordinated with the LAFD DOC to monitor life safety issues. The EMD Liaison Officer position in the UCP also provided the EOC with regular situation status updates on the event. Event attendance was reported at 26,810. An updated EOC 909 Situation Report was approved and released at 1800 hours.

### **1900 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an update on event status. No specific requests were directed to the EOC by the UCP or DOCs. Event attendance was reported at 33,450. An updated EOC 909 Situation Report was approved and released at 2000 hours

### **2100 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an event status update. No specific requests were directed to the EOC by the UCP or DOCs. The EOC continued to monitor the situation. The EOC continued to monitor the situation. Event attendance was reported at 34,206. Specific updates were provided on the following street closures:

- Temple Street between Los Angeles and Grand Streets,
- Second Street between Los Angeles and Grand Streets, and
- Grand Street between Temple and Second Streets (soft closure).

An updated EOC 909 Situation Report was approved and released at 2200 hours.

### **2300 hours - Final Coordination and EOC Demobilization Meeting**

The Planning and Intelligence Section Coordinator provided a final update on event status. No specific requests were directed to the EOC by the UCP. The event concluded at 2300 hours. The crowd dispersal temporary Street Closure Plan was in effect with the following closures:

- Temple Street between Los Angeles and Grand Streets,
- Second Street between Los Angeles and Grand Streets, and
- Grand Street between Temple and Second Streets (soft closure).

No significant incidents or unusual occurrences were reported. Final EOC 909 report was approved and released at 0000 hours.

#### **J. EOC Activation Chronology (Day Two – August 31<sup>st</sup>)**

The Planning and Intelligence Section used an advanced EOC Coordination Plan that was developed by EMD Planning Unit in conjunction with the Duty Officer. The EOC Planning and Intelligence Section coordinated a scheduled series of management and coordination meetings using the advanced plan and coordination processes developed by EMD. This included regular situation briefings and status updates regarding key issues. Meetings were held as follows:

##### **1130 hours – Initial Briefing and Coordination Meeting**

The Planning and Intelligence Section Coordinator briefed the EOC responders on the advanced EOC Coordination Plan and the anticipated schedule of events which was taken from the Unified Command's Advanced Event Plan for day two of the Made In America Concert. Additionally, the "Rize Up and Ride Out! Protect our Neighborhoods Ride" event was being monitored by the EOC. EMD also staffed the Liaison Officer position at the UCP located at the Los Angeles County Kenneth Hahn Hall of Administration, Room B-62. This Liaison Officer provided the EOC with regular status briefings based on their attendance at UCP briefings and planning meetings. Additionally, the EOC provided updates, as needed to the Los Angeles County Office of Emergency Management Duty Officer.

##### **1200 hours – Planning Meeting**

The Planning and Intelligence Section Coordinator provided an updated situation report and implemented the pre-established, advanced event EOC management and coordination objectives that were approved by the EOC Director. (See Section C – Objectives on page 8). The EOC maintained communications with LAPD and LADOT staff at the UCP regarding closure and opening of streets and pedestrian traffic. The crowd estimate was expected to be higher for day two due to the talent line-up. An EOC Situation Report (EOC 909) was prepared which included current weather conditions, an incident summary, identification of possible life-safety issues, and other critical issues and information. The report was approved and released at 1230 hours.

##### **1330 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an updated situation report and confirmed status of the established objectives. The EOC coordinated with the LAFD DOC to monitor life safety issues. The EMD Liaison Officer position at the UCP also provided the EOC

with regular situation status updates on the event. Event attendance was reported at 3,928. An updated EOC 909 Situation Report was approved and released at 1430 hours.

#### **1530 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an update on event status. Event attendance was reported at 17,767. The EOC was notified that the Mayor and some City Council Members were expected to attend the concert. An updated EOC 909 Situation Report was approved and released at 1630 hours.

#### **1730 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an event status update. No specific requests were directed to the EOC by the UCP or DOCs. The EOC continued to monitor the situation. The EOC continued to monitor the situation. Event attendance was reported at 31,307. An updated EOC 909 Situation Report was approved and released at 1830 hours.

#### **1930 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an event status update. The UCP reported that concert was behind schedule approximately 23 minutes, and could likely go beyond the 2300 hours curfew. The Office of the Mayor was notified for input. The EOC continued to monitor the situation. Event attendance was reported at 36,243. An updated EOC 909 Situation Report was approved and released at 2030 hours.

#### **2130 hours – Coordination Meeting**

The Planning and Intelligence Section Coordinator provided an event status update. The UCP reported that the concert was behind schedule approximately 40 minutes, with a pending decision of a new ending time of 2330 hours. City Hall exterior lights automatically shut-off at 0000 hours. Mayor's Office has been notified for input. The EOC continued to monitor the situation. Event attendance reported at 37,575. An updated EOC 909 Situation Report was approved and released at 2230 hours.

#### **2330 hours - Final Coordination and EOC Demobilization Meeting**

The Planning and Intelligence Section Coordinator provided a final update on event status. No additional requests were directed to the EOC by the UCP. The event concluded at 2340 hours; 40 minutes over scheduled ending time. The crowd dispersal temporary Street Closure Plan was in effect with the following closures:

- Temple Street between Los Angeles and Grand Streets,
- Second Street between Los Angeles and Grand Streets, and
- Grand Street between Temple and Second Streets (soft closure).

No significant incidents or unusual occurrences were reported. Final EOC 909 report was approved and released at 0030 hours.

## **II. Synopsis**

The EOC was activated on Saturday, August 30, 2014, and was re-activated on Sunday, August 31, 2014, to provide support to the Unified Command Post (UCP) located at the Los Angeles County Kenneth Hahn Hall of Administration, Room B-62. The decision to activate the EOC was made by EMD and supported by LAPD, LAFD and the Office of the Mayor.

This Level I activation was staffed by EMD personnel. Level I activation level requires (at minimum) staffing of the EOC Director, Planning and Intelligence Section Coordinator, Situations Status Unit Leader, Documentation Unit Leader, and Public Information Officer positions. EMD personnel maintained regular communications with LAPD's DOC and the joint City/County UCP. EMD assigned a Liaison Officer to work at the UCP. This representative attended all UCP briefings and provided the EOC with regular situation status reports which were utilized to prepare EOC situation updates for Citywide use.

The EOC monitored the Made In America concert, associated street closures and pre-determined event timeline developed by the UCP, and other large public assemblage events happening concurrently in the city. The concert proceeded as planned without incident. The EOC was not tasked to provide any significant resources or services. All logistical needs were met through the UCP.

### **A. Major Developments**

The EOC Director and Planning and Intelligence Section Coordinator provided overall leadership of the EOC organization and the process of management by objectives. EMD developed advanced EOC coordination objectives as described in Section II above. These objectives were consistent with and supported field level advanced event plan objectives developed by the Unified Command.

The Planning & Intelligence Section collected analyzed and disseminated information from field, DOC, EOC, and traditional and social media sources. The Section maintained situational awareness, coordinated the assembly of section situation reports, set meeting agendas and facilitated all meetings conducted in the EOC Management Room. Additionally, the Planning and Intelligence Section focused on traffic conditions and street closures around Grand Park, and monitored the overall City footprint for other threats, disruptions, or impacts to City services.

The following unrelated City events were monitored during the Activation:

- USC vs. Fresno Football Game (8/30),
- Los Angeles City Birthday Celebration (8/30), and
- "Rize Up and Ride Out! Protect our Neighborhoods Ride" (8/31).

There were no incidents reported for any of the above named events.

Additionally, during the time of this EOC activation, the threat level in United Kingdom was elevated to "severe." Throughout the event, there were no reports in the media of any significant incidents. According to the Department of Homeland Security website and media reports, there was no evidence of significant threats to the United States.

Once the Made In America concerts concluded each day, the UCP demobilized and the decision was made to deactivate the EOC. On August 30<sup>th</sup>, the EOC deactivated at 0000 hours. On August 31<sup>st</sup>, the EOC deactivated at 0030 hours. On both days 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,
- Recognition of Indicators and Warnings,
- EOC Management and Coordination Planning Processes including development of advanced event EOC coordination objectives, and
- Staffing a Liaison Officer position at the UCP.

## **C. EOC Objectives**

The EOC developed the following advanced event plan objectives based on the UCP's Advanced Event Plan.

### 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 level needs to be increased.

### Coordination Objectives

- Maintain situational awareness on the Made In America activities and any impacts to the City.
- Monitor media reports and coordinate public information related to the Made In America activities.
- Provide mass care coordination in support of any field evacuations or incidents.
- Facilitate policy direction as needed.
- 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 EOC Level I activations. 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 that these six (6) positions are filled.

This 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 requires 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. Advanced Event EOC Coordination Planning Process**

EMD plays an active role in advanced event planning with LAPD, LAFD, LADOT and other field response agencies. An EMD planning liaison is assigned to work with advanced event planning teams to ensure that inter-agency coordination issues are managed proactively from a Citywide perspective. Their role includes recommending appropriate EOC activation levels, assignment of an EMD Liaison Officer to UCPs or Incident Command Posts, and development of an advanced event EOC Coordination Plan that is based on objectives of the field level Advanced Event Plan.

This process was used for the Made In America event and provided the EOC responders with a set of specific management and coordination objectives. However, with this event involving both City and County agencies and outside agency event sponsors and meeting planners, it is recommended that EMD continue to play an active role in advanced event planning.

##### **3. EMD Staffing of UCP Liaison Officer Position**

EMD has a standing practice of staffing the UCP Liaison Officer position for major planned events. This position ensures effective interagency coordination and cooperation, especially between the established Unified Command agencies (e.g., LAPD, LAFD, LADOT, LASD) and City support agencies such as the Department of General Services, the Department of Water and Power, the Bureau of Street Services, Bureau of Sanitation, etc. This practice is especially valuable for Level I EOC activations where the Liaison Officer also provides the EOC with

regular informational briefings to ensure good situational awareness and a “common operating picture” with the Unified Command.

## **B. Areas Requiring Improvement**

The following areas were reported as requiring improvement.

### **1. Further Development of the EOC 909 Situation Report Process**

A key component of the established, successful Level I EOC Activation Process and Procedures has been the adoption and use of the EOC 909 form for standardized Situation Status Reporting. This form is used in all levels of EOC activation and can be used in a condensed format for Level I events such as the Made In America concert. While this process has become standard for Level I events, it is recommended that the EMD EOC Task Force continue to refine and further develop this process for information gathering and reporting.

The EOC 909 was provided electronically to key City agencies and decision makers. EMD should evaluate expanding the scope of distribution and areas for overall improvement.

### **2. Pre-Event Planning Meetings**

The Made In America Concert was a privately sponsored event, held on property owned by the City of Los Angeles and County of Los Angeles. Numerous public and private agencies were involved in the event planning which led to the complexity of advanced event planning. For future events of this type, it is recommended that EMD remains a part of the pre-event meetings to ensure that the department maintains the necessary situational awareness for EOC activation level planning. Although there was an EMD presence at most meetings, earlier and more frequent involvement would have allowed the department the opportunity to make a decision sooner regarding EOC activation. This was the first event of this type in Los Angeles, however, it is anticipated that the same or similar events are planned for the future.

## **IV. Conclusion**

EMD has developed a staff efficient and cost effective set of processes and procedures for Level I activations of the City’s EOC. The major improvement over past practices has been staffing of Level I activations with trained emergency managers from EMD. These staff provide core EOC position capabilities and maintain situational awareness and coordinate available resources by communicating with personnel from other response and support agencies at the DOC and UCP/ICP level.

EMD staffs the physical EOC; other departments are brought to bear in a “virtual” EOC environment through effective communication and use of technology. Physical staffing of EOC positions by these agencies is generally required for Level II and III activations only.

The following matrix identifies specific recommended corrective actions.

**V. Made In America EOC Activation Corrective Action Plan**

No.	Required Improvement	Corrective Action	Lead Agency	Time-frame	Resources Required
1	Continue enhancement of the EOC 909 Situation Reporting Process	Continue to refine and further develop this process to ensure effective information flow, management and distribution.	EMD	90 days	Existing EMD staff resources, EOC Task Force, and public safety department representatives as needed
2	Continue inclusionary pre-event planning for major public assemblage events involving City property and staff.	Continue to ensure EMD participation in pre-event planning meetings to facilitate decision making of EOC activation requirements.	EMD	On-going	Existing EMD staff resources, EOC Task Force, and public safety department representatives as needed