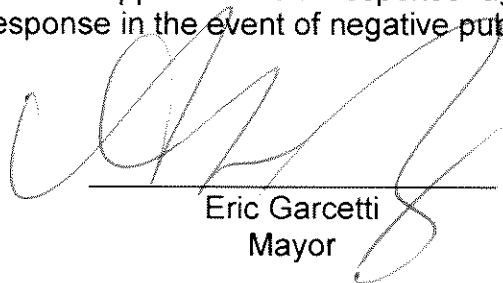


**TRANSMITTAL**

TO The Council	DATE  JUN 04 2015	COUNCIL FILE NO.
FROM The Mayor	COUNCIL DISTRICT  ALL	

The City of Los Angeles Emergency Operations Center was activated during the week of November 24, 2014, to provide effective citywide coordination of information and potential activities of civil unrest related to the Ferguson Grand Jury Decision. The Emergency Management Department consulted with the Los Angeles Police Department, the Los Angeles Fire Department and the Office of the Mayor prior to the Grand Jury announcement and determined that at a minimum, this announcement would warrant an EOC Level I activation. The EOC was activated to provide support to field response agencies and to ensure effective Citywide coordination and response in the event of negative public reaction.



Eric Garcetti  
Mayor

CITY OF LOS ANGELES  
INTER-DEPARTMENTAL CORRESPONDENCE

Date: May 22, 2015

To: Eric Garcetti, Mayor

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: **FERGUSON GRAND JURY DECISION EMERGENCY OPERATIONS  
CENTER ACTIVATION AFTER ACTION REPORT/CORRECTIVE  
ACTION PLAN**

At its May 18, 2015, meeting, the Emergency Operations Board approved the attached Ferguson Grand Jury Decision Emergency Operations Center 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

The EOC was activated to provide effective citywide coordination of information and potential activities of civil unrest related to the Ferguson Grand Jury Decision during the week of November 24, 2014. The disputed circumstances of the law enforcement officer involved shooting of Michael Brown in Ferguson, Missouri on August 9, 2014; raised considerable attention throughout the nation. Public reaction included protests and activities of civil unrest.

EMD consulted with the Los Angeles Police Department, the Los Angeles Fire Department and the Office of the Mayor prior to the Grand Jury announcement and determined that at a minimum, this announcement would warrant an EOC Level I activation. The EOC was activated to provide support to field response agencies and to ensure effective Citywide coordination and response in the event of negative public reaction.

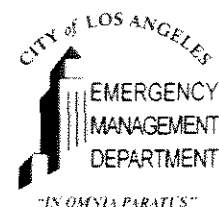
The attached AAR/CAP provides a summary of the activation, identifies involved departments and agencies, and details the recommendations for future activations of the EOC.

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

Attachment – Ferguson Grand Jury Decision Emergency Operations Center Activation After Action Report/Corrective Action Plan

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

CITY OF LOS ANGELES  
INTER-DEPARTMENTAL CORRESPONDENCE



Date: May 12, 2015

To: Charlie Beck, Chair  
Emergency Operations Board

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Emergency Operations Board Members

From: Anna Burton, Executive Assistant  
Emergency Operations Board

A handwritten signature in black ink, appearing to read "Anna Burton".

Subject: **FERGUSTON GRAND JURY DECISION EMERGENCY OPERATIONS  
CENTER 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 Ferguson Grand Jury Decision Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan.

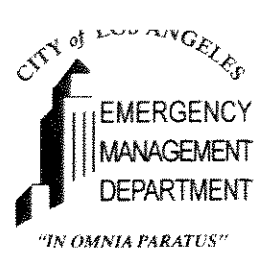
Executive Summary

The City EOC was activated during the week of November 24, 2014, to provide citywide coordination of information and situational awareness of potential civil unrest activities related the Ferguson Grand Jury Decision. The disputed circumstances of the law enforcement officer involved shooting of Michael Brown in Ferguson, Missouri, on August 9, 2014, raised considerable attention throughout the nation. Public reaction included protests and activities of civil unrest.

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


Attachment – Ferguson Grand Jury Decision Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan.

CITY OF LOS ANGELES  
INTER-DEPARTMENTAL CORRESPONDENCE



Date: February 25, 2015  
To: Anna Burton, Emergency Management Committee Chair  
Emergency Management Committee Members

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From: Rob Freeman, Operations Division Chief   
Carol Parks, Special Projects Division Chief  
Emergency Management Department

Subject: **FERGUSON GRAND JURY DECISION EMERGENCY OPERATIONS  
CENTER ACTIVATION AFTER ACTION REPORT/CORRECTIVE  
ACTION PLAN**

Recommendation

That the Emergency Management Committee (EMC) approve the attached Ferguson Grand Jury Decision Emergency Operations Center (EOC) Activation After Action Report/Corrective Action Plan (AAR/CAP) and forward to the Emergency Operations Board (EOB) for approval.

Summary

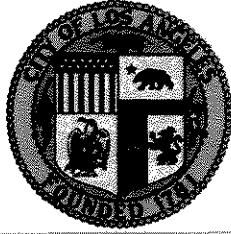
The EOC was activated to provide effective citywide coordination of information and potential activities of civil unrest related to the Ferguson Grand Jury Decision during the week of November 24, 2014. The disputed circumstances of the law enforcement officer involved shooting of Michael Brown in Ferguson, Missouri on August 9, 2014; raised considerable attention throughout the nation and abroad. Public reaction included protests and activities of civil unrest.

EMD consulted with the Los Angeles Police Department, the Los Angeles Fire Department and the Office of the Mayor prior to the Grand Jury announcement and determined that at a minimum, this announcement would warrant an EOC Level I activation. The EOC was activated to provide support to field response agencies and to ensure effective Citywide coordination and response in the event of negative public reaction.

The attached AAR/CAP provides a summary of the activation, identifies involved departments and agencies, and details the recommendations for future activations of the EOC.

Attachment

- DRAFT -



# **After Action Report/Corrective Action Plan Ferguson Grand Jury Decision EOC Activation**

**February 25, 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 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, 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. 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**

Ferguson Grand Jury Decision (EOC) Activation

### **C. Event Dates**

Week of November 24, 2014

### **D. Event Location**

Various; Citywide

### **E. EOC Activation Duration**

Five (5) days: The EOC was activated for the following time frames:

- Monday, November 24, 2014: 1400 – 2200 hours
- Tuesday, November 25, 2014: 0700 – 1900 hours, 1900 – 0300 hours (November 26<sup>th</sup>)
- Wednesday, November 26, 2014: 0700 – 1900 hours, 1900 – 2330 hours
- Friday, November 28, 2014: 0700 – 2230 hours
- Saturday, November 29, 2014, 1200 – 1800 hours

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

EMD

## **G. EOC Activation Level**

Level I (EMD Lead)

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

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EMD

## **I. EOC Activation Chronology**

The EOC was activated to provide support to field response agencies and to ensure effective coordination and management of a Citywide response in the event of negative public reaction. Based on discussions with the Los Angeles Police Department (LAPD), the Los Angeles Fire Department (LAFD) and the Office of the Mayor prior to the Grand Jury announcement; there was an EOC Level I (EMD Lead) activation to support field response agencies and the Unified Command Posts (UCPs). The following factors weighed into this decision:

- Disputed circumstances surrounding the officer involved shooting in Ferguson, MI
- News reports of on-going protests in Ferguson, MI and other metropolitan cities around the nation and abroad
- Disruption of major traffic arteries and the freeway system due to unlawful assemblies.

The initial activation of the EOC took place at 1400 hours on November 24, 2014, and continued daily with varying hours throughout the week. The EOC was at Duty Officer status only on Thursday, November 27, 2014. The EOC was deactivated for this event at 1800 hours on Saturday, November 29, 2014. Staffing for this activation included the EMD Duty Officer and Duty Team. Other City response and support agencies performed field response and 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
- Planning and Intelligence Section, Situation Status Unit Leader
- Public Information Officer

The Planning and Intelligence Section used an advanced EOC Coordination Plan that was developed by EMD Planning Unit in concert 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. Over the course of the activation, meetings were held as follows:



## **Initial Briefing and Coordination Meetings**

The Planning and Intelligence Section Coordinator briefed the EOC responders on the advance EOC Coordination Plan and the anticipated schedule of events. EMD also staffed the Liaison Officer position at the UCPs located in the LAPD South and Central Bureaus. This Liaison Officer provided the EOC with regular status briefings based on their attendance at UCP briefings and planning meetings.

## **Planning Meetings**

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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 5).

## **Coordination Meetings**

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.

## **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.

No significant incidents or unusual occurrences were reported. Final EOC 909 report was approved and released on November 29, 2014, at 1800 hours.

## **II. Synopsis**

The EOC was activated on Monday, November 24, 2014, and was re-activated daily during the week, with the exception of Thursday, November 27, 2014, to provide support to the UCPs located at the LAPD Central Bureau UCP (P-4 Level of City Hall East) and LAPD South Bureau (7600 South Broadway, Los Angeles). 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 UCPs. EMD assigned a Liaison Officer to work at both UCPs. These representatives 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 impacts to the City from Ferguson Grand Jury Decision. This monitoring included unplanned and planned protests, freeway and major street intersection disruptions, social media traffic and increased presence around City facilities such as the Police

Administration Building, etc. 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.~~ Management coordinated the EOC's emergency public information process with the UCP.

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

Planning and Intelligence focused specifically on City's traffic situation and unplanned freeway/street closures, and monitoring the overall City footprint for other threats, disruptions, or impacts to City services. This monitoring included related protests and civil unrest activities occurring in the operational area, region, state and at a national level.

EOC deactivations occurred nightly. Each night the EOC transitioned its operations to the EMD Duty Officer.

## **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
- Staffing a Liaison Officer position at the UCP

## **C. EOC Objectives**

The EOC developed the following advanced event plan objectives based on the Unified Command'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 regarding the Ferguson Grand Jury Decision and any impacts to the City.
  - Monitor media reports and coordinate public information related to the Ferguson Grand Jury Decision.
  - Facilitate policy direction as needed.
  - Coordinate/share information with the UCPs, activate DOCs and other applicable jurisdiction EOCs.
  - Provide resource support to the UCPs, 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.

### **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 and City support agencies such as the Department of General Services, the Department of Transportation, 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.

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#### **B. Areas Requiring Improvement**

The following area was reported as requiring improvement.

##### **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 Ferguson Grand Jury Decision. 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 and refining the recipient list to ensure all appropriate department representatives are informed and updated.

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.

#### **IV. Conclusion**

EMD has developed an 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 action.

**V. Ferguson Grand Jury EOC Activation Corrective Action Plan**

<b>Required Improvement</b>	<b>Corrective Action</b>	<b>Lead Agency</b>	<b>Timeframe</b>	<b>Resources Required</b>
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	On-going	EMD staff resources, EOC Task Force, and public safety department representatives, as needed