

City of Los Angeles



TRAINING ANNEX

to the

EMERGENCY OPERATIONS MASTER PLAN AND PROCEDURES

May 19, 1997

This Annex is not a stand alone plan, but is intended to augment the City of Los Angeles Emergency Operations Master Plan and Procedures, and along with departmental plans, provide direction and guidance to City departments on the types of EOO related training necessary for City employees. The training identified in this Annex is applicable to all City departments, regardless of their EOO responsibilities. The policies and procedures contained in this Annex are subject to the rights, duties and obligations of the Mayor and/or the Emergency Operations Board as defined in the Los Angeles Administrative Code, Section 8.29, et seq.

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SECTION - A PURPOSE

This Training Annex to the City's Emergency Operations Master Plan and Procedures conceptually defines Emergency Operations Organization (EEO) related training for City employees, regardless of their assigned department.

SECTION - B OVERVIEW

Training is an indispensable element of the City's emergency preparedness. In 1980 the Mayor and City Council first approved the centralization of the City's emergency preparations, response and recovery under the direction and control of the EOO and the Emergency Operations Board (EOB). Ensuring that personnel are adequately trained is inherent in the EOO's responsibility to prepare the City for any eventuality.

The importance of EOO training has always been understood. Section 8.47 of the Los Angeles Administrative Code (LAAC) gives each EOO division chief (Department Head) the "power... to train (division) personnel." The authority to train imposes the responsibility to train. Unfortunately, it has not always been clear who within the City family required training or what department was responsible for coordinating inter-departmental training. The EOO Ordinance does not assign responsibility for the coordination of City-wide inter-departmental emergency preparedness training or disaster exercises.

In 1993 the Board, Mayor and City Council, in part, to add emphasis to EOO training issues, approved the creation of the EOO Planning and Training Cadre (Cadre). The Cadre's training initiatives included better oversight of EOO sponsored training for individual departmental staff and an aggressive effort to coordinate City-wide inter-departmental training exercises.

On July 1, 1996, the Mayor and City Council consolidated the Cadre into the City Administrative Officer's (CAO) newly created Emergency Preparedness Division (EPD). Still missing from the EOO's 17-year history was a comprehensive training plan. The EPD Training Team and the Training Subcommittee of the Board's Emergency Management Committee are responsible for the creation, implementation and administration of such a plan.

This Training Annex to the City's Emergency Operations Master Plan and Procedures conceptually defines EOO related training for City employees, regardless of their assigned department. Some training is defined as EOO related, not because it falls under the direct control or responsibility of the EOO or EOB, but because the consequences of not conducting this training would likely result in a less effective response by City personnel following a disaster (e.g., CPR, first aid, ERT, fire/life safety, etc.).

The City's experience during the 1987 Whittier-Narrows Earthquake prompted an exhaustive assessment of departmental emergency planning and training resulting in the Mayor's 1988 issuance of Executive Directive No. 54. Executive Directive No. 54 requires every City department to develop an emergency plan that addresses employee safety and the expeditious resumption of City services. Executive Directive No. 54 also requires each departmental emergency plan to include a comprehensive employee training program.

This Training Annex identifies each department's primary responsibility for training by:

- C City employee categories;
- C identifying the corresponding type of training needed by each category of employee;
- C specifying which department is primarily responsible for ensuring that designated training occurs;
- C identifying departments that, as subject matter experts, can assist other departments in their respective training efforts; and
- C identifying departments, which as a result of City Council action, are functionally responsible for the coordination of a particular training program.

As directed by the Board, the CAO EPD will conduct periodic surveys of EOO related training.

This Annex is summarized in table form in Section - F.

Departments requiring assistance with a particular EOO training program should contact the department with primary responsibility, or request assistance by contacting CAO EPD.

SECTION - C DEPARTMENTAL RESPONSIBILITIES TO TRAIN

The Board, subject to provisions of the City Charter, is responsible for enforcing all necessary rules and regulations for governing the EOO during periods of preparation, local emergency, response and recovery (LAAC 8.41). The Administrative Code (8.43) further states that the EOO is constituted of operational forces deemed necessary to successfully meet the conditions of a local emergency and is composed of various divisions, together with all other personnel under the direction of the Mayor as EOO Director. EOO division chiefs, empowered by the Administrative Code (8.47) to train their personnel, are responsible for ensuring that sufficient numbers of trained staff are available to immediately activate the division and carry out the orders of the EOO Director.

It is the responsibility of every department head to ensure that City employees receive fire/life safety training. Additionally, Executive Directive No. 54 requires every general manager to have sufficient numbers of properly trained staff to continue or quickly resume essential department operations in the event of an emergency. Every City employee can be required to perform emergency service if it is deemed necessary by the EOO Director (LAAC 8.30).

SECTION - D TRAINING CATEGORIES AND TYPES OF TRAINING

EOO related training is divided into four categories with multiple types of training identified in each category:

1. City Employees;
2. Department Specific;
3. EOO Specific; and
4. City-wide Exercises.

It is the responsibility of every department to assess the training requirements of each of its employees. Employees with little or no responsibility for a department’s emergency response and recovery operation may require only fire/life safety and personal/family preparedness.

Employees with extensive responsibility for department emergency response and recovery operations will be involved in multiple aspects of every training category. Most employees will fall somewhere in between, requiring selected types of training from two or three of the training categories.

If the City is to receive maximum benefit from its scarce training resources, each department must carefully evaluate what is expected from each employee and then ensure that every employee receives training that will facilitate his or her ability to fulfill their department’s expectations.

1. City Employees

The City has a responsibility to protect its employees from potential harm.

- a. City employees, on initial hire and on a recurring basis, should be exposed to a minimum level of EOO related training on fire/life safety and personal/family preparedness.
- b. SEMS orientation training is necessary for City personnel. The length and content of a SEMS course will vary depending on the employee’s role (e.g., support, field, no defined emergency or EOO role, etc.). Supervisors, especially those that will have inter-departmental contact during an emergency, will require a more in-depth exposure to SEMS than their subordinates.

- c. Building Emergency Coordinator (BEC), floor warden, CPR, first aid and Emergency Response Team (ERT) training are available to selected individuals based on their assignment and/or a department's determination of need.

All of the above types of training (except CPR and first aid) can be in the form of a brief orientation and accomplished through the use of short videos and/or written hand-out training material(s).

Fire/life safety and ERT training are coordinated by the Los Angeles City Fire Department Disaster Preparedness Unit.

BEC and floor warden training, for Council controlled departments, is coordinated by the Department of General Services Emergency Planning Unit.

These types of training are critical to the City's ability to protect its employees and its employees' families and to ensure that adequate numbers of personnel will be available for emergency response following a disaster.

2. **Department Specific**

The City recognizes each General Manager as the expert on how to best organize and train his or her department to fulfill its responsibilities as defined in the Charter and Administrative Code. Each department must assess the individual training requirements of City employees and ensure that they are adequately trained.

Department specific training is the most complex segment of EOO related training. The training methods used by various departments are as diverse as the services the City provides. The work-related demands of some City employees (e.g., police officers and firefighters) require that they spend thousands of hours in a classroom and a year or more on probation before assuming their full employee responsibilities. Other equally important City functions may be performed by employees whose only training is on-the-job.

Department specific training has been divided into three elements; field personnel, management/support staff and department operating center (DOC). Depending on the role of the employee, a department's training responsibility to its personnel will vary.

a. Department Field Personnel

c SEMS Courses

SEMS training is necessary for field personnel. Supervisors require a more detailed and lengthy SEMS course than do their subordinates. The length and content of a SEMS course will also vary depending on the employee's field role (e.g., fire, police, public works, building and safety, etc.). SEMS training assistance can be obtained from CAO EPD.

C Nuclear, Biological, Chemical (NBC) First Responder

NBC weapons pose one of the greatest mass casualty threats to the people of Los Angeles. Field personnel whose responsibilities could require them to be dispatched to this type of incident must be properly trained. Training for the NBC threat has many similarities with hazardous materials (Haz Mat) first-responder training.

C Intra-Departmental Training

Intra-departmental (internal department) drills and exercises provide field personnel an opportunity to evaluate the effectiveness of departmental plans, procedures and training. Drills are normally used to evaluate the participants physical skills (e.g., operating mechanical equipment, exiting a building, taking cover under a desk, etc.).

Intra-departmental exercises do not necessarily require large numbers of personnel to be effective. To facilitate the planning process, intra-departmental exercises/drills can be held in conjunction with a City-wide inter-departmental exercise.

The suggested progression of departmental training exercises:

C orientation - classroom-type briefing on a new policy or procedure;

C tabletop - facilitated “what if” discussion of a new policy or procedure;

C functional - participants operating in real-time in real or simulated work environment reacting to an emergency scenario; and

C full scale - evaluating a major portion of EOO elements and organizations in real time, involving field components and the use of the EOC and/or DOCs.

C Urban Search and Rescue (USAR)

USAR CA-TF1 is a unique group of personnel that can respond as a self contained unit and provide a wide variety of disciplines relative to search and rescue. The Task Force’s overall management is handled by the Fire Department. The teams within the task force are made up of specialist from several departments. Rescue Systems and Swift Water Rescue are examples of the types of training certification required of the personnel.

b. Departmental Management/Support Staff

Depending on the role of the employee, a department's training responsibility to its management/support staff will vary (e.g., Police, Fire, Water and Power, Information Technology Agency, Animal Regulation, General Services, City Clerk, City Administrative Officer, City Attorney, etc.).

c First Responder

Staff whose responsibilities could require them to be dispatched as first responders to the DOC or EOC, or to incidents that pose a threat to employees and/or citizens should be properly trained.

c Intra-Departmental Training

Intra-departmental drills and exercises provide management an opportunity to evaluate the effectiveness of departmental plans, procedures and training.

c SEMS Courses

A more specific level of SEMS training is necessary for department management/support staff who may have an EOO related assignment during an emergency. Supervisors require more detailed and lengthy SEMS courses than do their subordinates. The length and content of SEMS courses will also vary depending on the employee's role. SEMS training assistance can be obtained from CAO EPD.

c. DOC Operations

DOC responders will require specific departmental training.

c First Responder

DOC responders require department specific training that will enable them to communicate within their department and be able to coordinate the use of those resources and/or other requests through the use of the EOC Information Management System (EOCIMS). DOC effectiveness depends on regular EOCIMS and DOC

operational training.

C Intra-Departmental Exercises

Intra-departmental drills/exercises provide DOC personnel an opportunity to evaluate the effectiveness of departmental plans, procedures and training.

C SEMS Courses

Specialized and recurrent SEMS training is necessary for all DOC personnel. SEMS training assistance can be obtained from CAO EPD.

3. **EOO Specific**

EOO specific training relates to those personnel whose duties include specific EOO responsibilities. EOO specific training enables personnel to appropriately respond in the fulfillment of departmental responsibilities as established by the Administrative Code and/or Board policy.

Participants receiving EOO specific training:

- C Elected Officials, Board members, newly assigned staff;
- C Emergency Operations Center (EOC) Responders; and
- C Inter-Department Training participants.

Depending on the participant's EOO role, training may be department specific, EOC specific or may require a more global knowledge of emergency operations, as is required of the Fire or Police Departments when they have lead responsibility for EOC activations.

a. Elected Officials, Board members, newly assigned staff

Depending on the office/position, training may take various forms, from prepared materials to personal briefings. SEMS training may vary from a brief orientation to executive level courses.

b. EOC Responders

Employees whose role within the EOO requires them to respond and staff the EOC will require specific department related training, EOCIMS

training, EOC functional training and a level of SEMS training relative to their responsibilities.

c. Inter-Departmental Training

Inter-departmental training is essential for effective EOC operations. This type training will be coordinated by EPD and may be in the form of tabletop, functional or full scale exercises. Inter-departmental exercises are not limited to EPD coordination and departments are encouraged to interact in an effort to improve EOC operations.

d. Office of Emergency Services (OES)/Federal Emergency Management Agency (FEMA) Training

The EOO provides funding for applicable training sponsored by OES and FEMA. OES California Specialized Training Institute (CSTI) and FEMA Emergency Management Institute (EMI) present a wide range of courses specific to emergency operations. These courses are available to employees who have EOO specific department responsibilities.

4. City-wide Exercises

City-wide Exercises provide the EOO an opportunity to exercise various components of the emergency response process. The goal of EOO City-wide exercises is to improve operational readiness. Exercises are designed to improve coordination, clarify roles, improve individual performance, reveal planning/training weaknesses and identify resource gaps.

a. Annual January 17 Earthquake Preparedness Exercise

The City conducts an annual earthquake preparedness exercise on January 17 to commemorate the 1994 Northridge Earthquake. This City-wide exercise involves all departments/agencies that have major or support functions as a result of a significant event.

b. LA County Annual Emergency Preparedness Exercise

Annually, Los Angeles County, Office of Emergency Management conducts a county-wide disaster response exercise. Exercises with the County/Operational Area provide opportunities to evaluate inter-agency planning efforts. County-wide exercises are designed to test mutual and automatic aid agreements, reporting and communications systems and SEMS at the local government and operational area levels. City personnel participate by exercising inter-agency coordination and mutual aid functions within the County.

SECTION - E DEPARTMENTAL EOO RESPONSIBILITIES

The EOO is composed of the operational forces deemed necessary to successfully meet the conditions of a local emergency and is comprised of 14 divisions.

The following City officers, offices and divisions each have EOO responsibilities established by the Administrative Code and/or Board policy. The officers, offices and divisions and their respective responsibilities follow.

Mayor

- C Declare the existence of local emergency or disaster
- C Director of the Emergency Operations Organization

City Administrative Officer

- C Emergency Operations Organization Coordinator
- C Manage the EOO's non-emergency affairs
- C Coordinate the authorities, powers, duties and responsibilities of the Board and EOO during periods of preparation for and recovery from emergencies
- C Coordinate inter-department preparedness planning, training and recovery activities of EOO division
- C Establish and maintain liaison with other governmental agencies
- C Prepare and process emergency operations program papers and applications for Federal or State funds
- C Prepare and submit to the Board for approval the annual EOO proposed budget
- C Coordinate and approve expenditures from the Emergency Operations Fund

City Attorney

- C Legal advisor of the Emergency Operations Board

Police (Police Department)

- C Maintain peace and order
- C Enforce all State and local laws
- C Preserve life and property

Fire Suppression and Rescue (Fire Department)

- C Direct and control all fire suppression, rescue operations, emergency medical services, and radiological defense
- C Direct the use and control of all explosives and hazardous materials
- C Control the demolition of buildings and structures
- C Control all petroleum, chemicals and respective pipelines

Transportation (Department of Transportation)

- C Plan the maintenance of traffic control devices
- C Develop emergency travel routes
- C Plan barricade placement
- C Direct and control traffic
- C Coordinate with other agencies supplying common carrier services

Public Works (Department of Public Works)

- C Maintain and repair streets
- C Place barricades, cones and delineations as necessary
- C Manage street lighting, sewers, storm drains, channels, bridges and removal of wastes and debris
- C Conduct engineering investigations
- C Develop plans for and supervise personnel assisting Fire in rescue work

Utilities (Department of Water and Power)

- C Cooperate with and arrange for emergency services by municipal and private utilities

General Services (Department of General Services)

Supplies Section

- C Procure and control special equipment and property as needed
- C Maintain information of available governmental and privately owned equipment and operators

Maintenance Section

- C Develop plans for maintenance of all City owned equipment and facilities
- C Develop plans and arrange for the safety of occupants of City owned and leased buildings, and maintain liaison with other public and private counterparts which supply such services
- C Maintain inventory of City transportation vehicles used for movement of heavy equipment

Building and Safety (Building and Safety Department)

- C Determine the extent of damage to buildings, structures and other installations and soil conditions within the jurisdiction of the Department of Building and Safety
- C Determine imminent and potential hazards to such items
- C Determine and order the necessary vacating, barricading, demolishing or other abatement of such hazards
- C Advise individuals or other agencies regarding the condition of buildings or sites
- C Advise in the use of temporary bracing, shoring and other safety measures
- C Provide liaison and cooperation with other divisions of the EOO and assistance to other City departments
- C Provide mutual aid, in the form of inspection personnel to other local agencies or municipalities as can be afforded
- C Supervise volunteer inspection and engineering personnel who are registered disaster service workers assisting Building and Safety Division personnel
- C Develop and recommend, in conjunction with other EOO divisions as well as other City departments, to the City Council any appropriate legislation or modifications to existing legislation to enhance the safety of buildings and structures or mitigate safety hazards in buildings or structures

Personnel and Recruitment (Personnel Department)

- C Maintain records of all EOO personnel and act as recruiting center for the EOO
- C Establish a plan for use of qualified City personnel by any division requiring additional City forces
- C Develop a program for use of volunteers during an emergency including 1) the recruitment of volunteer forces through the media; 2) the registration of volunteers as disaster workers in the State Workers Compensation program; 3) the dispatching of volunteers at disaster or local emergency command posts or other locations; 4) the establishing of liaison with Council offices for the dispatching of volunteers to assist on private property; and 5) the development of such other procedures necessary to implement this section.

Public Welfare and Sheltering (Department of Recreation and Parks)

- C Develop, arrange and coordinate sheltering services for persons rendered homeless by an emergency
- C Arrange for food, clothing, registration, information, and rehabilitation as provided by organizations such as the Red Cross, LAUSD, etc.
- C Develop and coordinate a shelter management network
- C Coordinate information for evacuees

- C Conduct the City's fallout shelter management program

Harbor (Harbor Department)

- C Provide port security
- C Prepare operational plans for the control, anchorage and movement of ships
- C Evacuate vessels for their safety or that of the port
- C Coordinate the Division's operations with those of the Federal agencies having jurisdiction and with other divisions of the EOO

Recovery and Reconstruction (R&R) (CAO/EPD) *

- C Coordinate the development of recommendations for City policies and a City plan relative to post-emergency recovery and reconstruction
- C Assist all divisions in the development and implementation of operating procedures relating to post-emergency recovery and reconstruction

* The 1996/97 adopted City Budget assigns the above R&R Division responsibilities to the CAO EPD. Appropriate Administrative Code changes are pending.

Airports (Department of Airports)

- C Furnish airport security
- C Control ground operations and manage aircraft
- C Coordinate activities with airport tenants, FAA and other Federal agencies having jurisdiction, and other divisions of the EOO

Animal Regulation (Animal Regulation Department)

- C Develop and arrange for shelter facilities for animals rendered homeless as a result of a local emergency
- C Impound or direct the disposition of privately owned animals for the preservation of life and property
- C Direct animal regulation and volunteer personnel as may be necessary to perform duties

Information Technology (Information Technology Agency)

Communications Section

- C Provide, restore and maintain emergency communications for Council-controlled departments and offices
- C Maintain liaison with other City departments providing their own communications services, volunteer radio emergency services to the City and its citizens

Information Processing Section

- C Design, install, maintain and/or restore the City's data communications networks (including the provision of training as necessary)
- C Design, install, maintain and/or restore the City's "in facility" telephone network and provide related voice communications services such as pagers, voice mail, cellular telephones, and the provision of command post telephone lines (including the provision of training as necessary)
- C Design and maintain critical application systems requirements
- C Restore critical applications at the City's computer center, and/or resume applications at the off-site recovery computer center
- C Facilitate communications between users of the City's computer center applications and ITA's Disaster Response and Recovery Teams
- C Manage the maintenance and retrieval of data and materials stored at the computer recovery site and off-site storage locations
- C Coordinate the repair and replacement of personal computers and related equipment damaged during an emergency

Telecommunications Section

- C Responsible for the operation and/or restoration of the government access cable channel, a.k.a. L.A. Cityview 35
- C Provide essential information to the public through the use of cable television and other appropriate video services