

# City of Los Angeles EMERGENCY OPERATIONS PLAN



## CIVIL DISTURBANCE Hazard Specific Annex

February 2018



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## **ANNEX DEVELOPMENT AND MAINTENANCE**

This Annex is developed in support of the City of Los Angeles Emergency Operations Plan (EOP) to facilitate response during incidents of civil disturbances.

This Annex is developed in cooperation and with input from the City departments that have primary response or support responsibilities, as well as input from appropriate non-City agencies with identified activities related to civil disturbance events.

This Annex is developed to describe the overall citywide response function and capabilities, and is to be used by each department identified within this Annex to develop their own standardized operating procedures (SOPs) specifically for their department to direct tactical operations. When developing SOPs, each department is to take into consideration how all of the operations identified in this document directly related to their own department, as well as how those operations interact with, support, or require support from other departments identified within this plan. Departments must ensure that their SOPs are inclusive of planning for people with disabilities and others with access and functional needs (DAFN). If, at any time, any department identifies a conflict in how their field response or support activities are performed in comparison to what is described in this Annex or identifies a conflict between their listed activities and/or responsibilities within this Annex and how they relate to or support another department's listed activities, such conflict is to be immediately reported to the Emergency Management Department – Planning Division.

If, at any time, a department, agency, or stakeholder to this document changes, develops, or amends any policy, procedure, or operation that will change or affect the contents of this document, that entity is to immediately notify the Emergency Management Department–Planning Division.

This Annex is to be corrected immediately upon notification or observation of any operational errors or conflicts. Such corrections are to be reflected within the Record of Changes.

Every other year, a formal review of this Annex will be conducted by departments and agencies that are identified within the Annex, as well as any other departments or agencies that may need to be part of the review process. The Emergency Management Department – Planning Division will lead that effort. Upon completion of such formal review, all corrections to the document will be reflected within the Record of Changes.

## APPROVAL AND IMPLEMENTATION

This document is a Hazard Specific Annex to the City of Los Angeles EOP. It serves as either a stand-alone plan or companion document to an applicable Hazard Specific Response Annex to the EOP. The Annex is developed with input from all applicable City of Los Angeles departments and allied stakeholders. Upon completion, it is reviewed by the City's Emergency Management Committee. When approved by the Emergency Management Committee, it presents the document to the Emergency Operations Board (EOB) with a recommendation for approval. Upon review and approval by the EOB, the document goes to the Mayor of the City of Los Angeles with a recommendation to approve and forward to the City Council for adoption.

This Annex was developed with input from all applicable Los Angeles City Departments. This Annex is compliant with the Federal Emergency Management Agency (FEMA) *Comprehensive Preparedness Guide (CPG) 101, Developing and Maintaining Emergency Operations Plans, Version 2.0 (CPG 101 V.2)*<sup>1</sup>.

Upon formal approval by the Mayor and adoption by the City Council, this document becomes an official Annex to the City of Los Angeles EOP.

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<sup>1</sup> *Developing and Maintaining Emergency Operations Plans. Comprehensive Preparedness Guide (CPG) 101, version 2.0 ed.* (n.p.: U.S. Department of Homeland Security, Federal Emergency Management Agency, 2010).

# RECORD OF CHANGES

Each revision or correction to this Annex must be recorded. The record contains the date, location, and brief description of change, as well as who requested or performed such change.

**Table 1: Record of Changes**

Date	Section/Page	Description of Change	Changed By
2/1/2018		Plan Updated	Patrick Munongo

## CITY EMERGENCY OPERATIONS PLAN/ANNEX CROSS REFERENCE

During the response to a civil disturbance event, the following functional support shall be used as deemed necessary:

- Throughout this document, where public information and communication with the public is referenced, see the **Emergency Public Information Annex**.
- Where internal communications systems is referenced, see the **Communications Annex**.
- Where early warning and notification is referenced, see the **Early Warning and Notification Annex**.
- Where sheltering, mass care, mass feeding and the provision of functional needs support services (FNSS) is referenced, see the **Mass Care and Sheltering Annex; Resettlement Processing Center Annex**; and the **Logistics Annex**.
- Where reference is made to evacuations, see the **Evacuation Annex**.
- Where reference is made to Federal, State, Local, or Non-Governmental Organizations providing recovery information, see the **Local Assistance Center Annex** and **Recovery Annex**.
- Where reference is made to response and restoration of critical infrastructure, see the **Critical Infrastructure Annex**.
- Hazard Specific Annexes include the **Tsunami Annex, Earthquake Annex, Adverse Weather Annex, Brushfire Annex, Urban Flooding Annex, Off-Airport Major Aircraft Response, Debris Flow Annex, Civil Disturbance Annex, Terrorism Prevention and Protection Annex**, and the **CBRN Annex**. The **CBRN Annex** includes the **Chemical, Biological, Radiological, and Nuclear Appendixes**.
- All actions related to fulfilling the purpose of this Annex will adhere to the City of Los Angeles Citywide American with Disabilities Act (ADA) guides, documents, and checklists.
- Where City Departments have tasks assigned relative to this Annex, please refer to that specific department's SOP.

## BACKGROUND

Under the rights guaranteed by the First Amendment to the United States Constitution, the public has the right to assemble in large numbers for the purpose of demonstrating their opinion. The government has the obligation to protect the public's First Amendment right by maintaining order and protecting lives and property during such assembly demonstrations. An assembly may be declared unlawful, pursuant to California Penal Code Sections 407 and 409. In such occasions, all persons present, including members of the news media, can be lawfully ordered to disperse. The law provides that police officers may use reasonable force to disperse an unlawful assembly and to affect the arrest of violators.<sup>2</sup>

Civil disorders and disturbances are human-caused events with the potential for causing damage. Although these events can be taken for granted since they occur infrequently, they often occur at times of already heightened societal tensions. Civil disturbances can be mitigated through shared planning responsibility among City government, community leaders, business leaders, service organizations, and community members.

The City of Los Angeles Hazard Mitigation Plan refers to civil disturbance as civil unrest and defines it as *"a violent public disturbance of the peace that disrupts a community to the degree that law enforcement intervention is required to maintain public safety."*<sup>3</sup> Civil disturbances can be called a civil unrest, demonstration, protest, or riot among other names. When the magnitude of the disturbance reaches serious or major proportions, City resources must be mobilized. Civil disturbance is rated as a High Risk Hazard for the City of Los Angeles and can be both lawful and unlawful.

The City of Los Angeles has a long history with civil disturbances stretching back to the Chinese Massacre of 1871<sup>4</sup>, Zoot Suit Riots<sup>5</sup> in 1943, Watts Riots<sup>6</sup> in 1965, 1992 civil disturbance<sup>7</sup>, and the 2013 Trayvon Martin Protests<sup>8</sup>.

For the purposes of this Annex, the term civil disturbance can be used interchangeably with:

- Civil Disobedience
- Civil Disorder
- Civil Unrest
- Demonstration
- Flash Mob
- Assembly
- Unnoticed Event
- Riot
- Spontaneous Event
- Unlawful Assembly

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<sup>2</sup> Los Angeles Police Department Media Relations Handbook, 2012,  
[http://www.lapdonline.org/inside\\_the\\_lapd/content\\_basic\\_view/2023](http://www.lapdonline.org/inside_the_lapd/content_basic_view/2023)

<sup>3</sup> <http://emergency.lacity.org/about-hmp>

<sup>4</sup> [http://en.wikipedia.org/wiki/Chinese\\_massacre\\_of\\_1871](http://en.wikipedia.org/wiki/Chinese_massacre_of_1871)

<sup>5</sup> [http://en.wikipedia.org/wiki/Zoot\\_Suit\\_Riots](http://en.wikipedia.org/wiki/Zoot_Suit_Riots)

<sup>6</sup> [http://en.wikipedia.org/wiki/Watts\\_Riots](http://en.wikipedia.org/wiki/Watts_Riots)

<sup>7</sup> [http://en.wikipedia.org/wiki/1992\\_Los\\_Angeles\\_riots](http://en.wikipedia.org/wiki/1992_Los_Angeles_riots)

<sup>8</sup> <https://www.kcet.org/news/trayvon-martin-protests-close-streets-freeway-in-la>



## I. PURPOSE, SCOPE, SITUATION, AND ASSUMPTIONS

### A. Purpose

This Annex details the City of Los Angeles' general concept of operations and responsibilities for responding to and managing a civil disturbance event. It is applicable to all locations and to all agencies, organizations, and personnel with public safety responsibilities. Organizations, operational concepts, responsibilities, and procedures regarding civil disturbance capabilities are defined within this Annex.

The Annex has been developed to meet the following objectives:

- ☐ Provide a concept of operations and identify roles and responsibilities for each appropriate City department responding to a civil disturbance event.
- ☐ Define methods and procedures necessary for the rapid notification of City departments and the public in the event of a civil disturbance event.
- ☐ Identify actions that can realistically be accomplished within a few hours to a few days to mitigate any adverse impact.
- Ensure consistency with Federal, State of California, the Los Angeles County Operational Area (OA), and other local governments' emergency response plans and operations.
- ☐ Ensure ADA compliance pertaining to emergency management and the inclusion of people with disabilities and others with access and functional needs.

All City personnel are to be familiar with their respective department emergency plan and the emergency plans of responding agencies. All City departments that have identified responsibilities during a civil disturbance event have established an annex that outlines departmental responsibilities during such an event.

### B. Scope

Effective incident management begins with a host of preparedness activities conducted well in advance of any potential incident. Preparedness involves an integrated combination of planning; training; exercises; personnel qualification and certification standards; equipment acquisition and certification standards; and publication management processes and activities.

This Annex is applicable to Los Angeles City departments with Emergency Operations Organization (EOO) responsibilities and other departments with essential resources. Of particular importance to this document are:

- ☐ City departments with emergency public safety functions.
- ☐ City departments having routine interaction with the public.
- ☐ City departments performing emergency public safety or other critical services.

## C. Situation Overview

### 1. Characteristics

#### a) Location

The City of Los Angeles covers 498 square miles with approximately 468 square miles of land (214 square miles of which are hills and mountains) and approximately 29 square miles of water. The San Gabriel and Santa Susana Mountains bound the City on the North and the Santa Monica Mountains extend across the middle of the City. The Palos Verdes Hills and Pacific Ocean bound the City on the South and West.

#### b) Demographics

According to the California Department of Demographic Research Unit's "*E-1 Population Estimates for Cities, Counties, and the State*"<sup>9</sup>, the 2016 population estimate for the City of Los Angeles is 4,030,904. This breaks down to approximately 8094 persons per square mile<sup>10</sup>.

The City of Los Angeles is one of the most diverse cities in the world. Angelenos speak nearly 200 languages and are part of many different religious and belief systems. Community members who live, work, and play in Los Angeles include people with disabilities and others with access and functional needs.

This plan will use the phrase *people with disabilities and others with access and functional needs* to describe both those that meet the definition of disability as well as people who may or may not meet the definitions of civil rights laws or some of the 60 plus diverse definitions of disability.

### 2. Vulnerabilities

The City of Los Angeles has multiple, accessible, redundant warning and notification systems to reach the public. Factors to consider are the type of disaster, the vastness of the population, and the terrain in areas of Los Angeles. In some instances, the consequences of a disaster along with terrain, and the geographical area, may impact the effectiveness of notification systems.

The City of Los Angeles recognizes that disasters may exhaust local resources. The City will continue to develop Memorandums of Understanding (MOUs), Memorandums of Agreement (MOAs), and contract amendments with private vendors to increase response capabilities and available resources.

Due to the vastness of population and terrain of the City of Los Angeles, the City recognizes that, despite a good faith effort, it may not have the capabilities or

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1 California Department of Finance, E-1 Population Estimates for Cities, Counties, and the State, January 1, 2015 and 2016

2 "Los Angeles (City) State & County QuickFacts." [Quickfacts.census.gov/qfd/states/06/0644000.html](https://www.quickfacts.census.gov/qfd/states/06/0644000.html).

resources to reach every individual in terms of public warnings, notification, and/or support.

The City of Los Angeles is vulnerable to civil unrest and susceptible to placing all City assets at risk. There are no pre-identified hazard zones. The cause and effects of civil unrest range from local to international.

Critical operating facilities, such as City Hall, the Police Administrative Building, fire stations, and police stations are at risk of damage or destruction during a civil disturbance event. All City owned assets may be considered vulnerable to damage or destruction as a result of civil unrest. Due to the extreme unpredictability of civil unrest events, no specific estimates can be made concerning potential losses.

#### **D. Assumptions**

This Annex was created to integrate the concepts and structure defined by the National Incident Management System (NIMS), the California Standardized Emergency Management system (SEMS), and the National Incident Command System (ICS).

- ☐ All City, State, and Federal processes, procedures, and protocols reflected or referenced in this document were current as of the date of approval of this Annex. Before implementing this Annex, confirm that the processes, procedures, and protocols are unchanged. If necessary, before implementing, modify the Annex so that it is consistent with updated processes, procedures, and protocols.
- ☐ Only departments that have a response role or a role closely supporting the response to a civil disturbance event will be included in this document. The departmental roles listed are limited to those applicable to the event.
- ☐ In any disaster, primary consideration is given to the preservation of life, then incident stabilization and property preservation. Additionally, time and effort must be given to providing critical life-sustaining needs.
- ☐ In a catastrophic incident, damage control and disaster relief will be required from the State and Federal government, other local governments, and private organizations.
- ☐ The City Emergency Operations Center (EOC) may or may not be activated in support of a civil disturbance event. EOC activation will be determined based on the scope and scale of the event.
- Access to information and communication technology (ICT) will comply with the US Access Board's standards and guidelines issued under Section 508 of the Rehabilitation Act and Section 255 of the Communications Act. The ITA has established WCAG 2.0 AA as minimum standards for the COLA.
- ☐ All printed public education material produced to support this Annex for distribution to the general public will be accessible and made available in alternative formats.
- ☐ Many residential, commercial and institutional structures could be damaged; requiring a large Urban Search & Rescue/Heavy Rescue mobilization.

- ❑ Residents could be displaced; requiring shelter and social service needs. Sheltering activities could be short term or long term depending on the severity of the incident.
- ❑ Vital infrastructure such as potable water supplies, electrical power, natural gas distribution systems, and sewer services could be compromised. Re-establishment of these vital resources will be critical.
- ❑ Vital vehicle and rail corridors could be damaged and impassible, damaging transportation operations. Re-establishment of transportation infrastructure will be critical.
- ❑ Communications infrastructure could be damaged causing disruption in landline telephone, cellular telephone, radio, microwave, computer, and other communication services. The Information Technology Agency (ITA) and other City departments will be responsible for the re-establishment, restoration, and continued operations of ICT applications and infrastructure under respective charge. Re-establishment of communications infrastructure will be critical.
- ❑ Looting of businesses, residential, commercial, and institutional structures may ensue, resulting in critical infrastructure damage.
- ❑ There is potential for the number of civil disturbance participants to rapidly expand in size.
- ❑ Citizens may take law enforcement into their own hands and use lethal force if necessary to protect themselves or their property.
- ❑ Civil disturbance can spread from one neighborhood to the next within a relatively short amount of time.
- ❑ There will be an overwhelming interest from the media.

## II. CONCEPT OF OPERATIONS

### A. Terminology

**Anarchist** – A person who uses unlawful, violent means to cause disorder or upheaval.<sup>11</sup>

**Civil Disobedience** – An unlawful, planned or spontaneous, demonstration by a group of people.<sup>12</sup>

**Civil Disorder** – An unlawful event involving significant disruption of the public order.<sup>13</sup>

**Civil Unrest** – Violent public disturbance of the peace by three or more individuals. Incidents of civil unrest often occur when groups or individuals whose sole purpose is to create shock or simply challenge the police to get the desired publicity for their cause.<sup>14</sup>

**Demonstration** – A public display of feeling toward a person or cause.

**Flash Mob** – A group of people organized using social media to coordinate meeting at a specific location, at a specific time for entertainment, satire, or potential criminal activity.<sup>15</sup>

**Lawful Assembly** – Free speech and assemblies protected by the First Amendment such as: speeches, marches, demonstrations, rallies, picketing, public assemblies, protests, and celebratory events.<sup>16</sup>

**Noticed Events** – Public assemblies, demonstrations or crowd events, which are planned for in advance and allows for prior notice, whether direct or indirect, to law enforcement.<sup>17</sup>

**Riot** – Any use of force or violence, disturbing the public peace, or any threat to use force or violence, if accompanied by immediate power of execution, by two or more

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<sup>11</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

<sup>12</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

<sup>13</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

<sup>14</sup> City of Los Angeles Hazard Mitigation Plan, April, 2011 <http://emergency.lacity.org/>

<sup>15</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

<sup>16</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

<sup>17</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

persons acting together, and without authority of law, is a riot” (California Penal Code 404 (a)).<sup>18</sup>

**Spontaneous Events** – Public assemblies, demonstrations or crowd events, which occur without prior planning and/or without prior notice to law enforcement.<sup>19</sup>

**Unlawful Assembly** – Whenever two or more persons assemble together to do an unlawful act, or to do a lawful act in a violent, boisterous or tumultuous manner, such assembly is an unlawful assembly.” “Boisterous or tumultuous manner” has been interpreted by the courts to mean conduct which poses a clear and present danger of imminent violence (California Penal Code Section 407).<sup>20</sup>

**For a list of acronyms, see Attachment A.**

## **B. Events Management Terminology<sup>21</sup>**

**Compliance Techniques** – Reasonable, lawful use-of-force methods intended to encourage suspect cooperation.

**Compliant Behavior** – Behavior consistent with submitting to lawful orders of a peace officer without resistance.

**Control Devices** – Devices intended to assist peace officers in gaining control of subjects who refuse to submit to lawful authority (e.g., batons, electronic control devices, restraints, chemical agents).

**Cordoning** – Surrounding or enclosing a particular problem area; also referred to as perimeter control.

**Crowd Control** – Law enforcement response to a pre-planned or spontaneous event, activity, or occurrence that has become unlawful or violent and may require arrests and/or the dispersal of the crowd.

**Crowd Intervention** – Law enforcement response to a pre-planned or spontaneous event, activity, or occurrence to deal with isolated unlawful behavior or an impact to public safety while allowing the event/activity/occurrence to continue.

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<sup>18</sup> <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=pen&group=00001-01000&file=403-420.1>

<sup>19</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

<sup>20</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

<sup>21</sup> California Peace Officers Standards and Training guidelines, Guidelines Crowd Management, Intervention, and Control Course, March 2012

**Crowd Management** – Encompasses law enforcement management, intervention, and control strategies when responding to all forms of public assemblies and gatherings. Also refers specifically to strategies and tactics employed before, during, and after a gathering for the purpose of maintaining the event’s lawful activities.

**Dispersal Order** – Lawful orders communicated by law enforcement personnel commanding individuals unlawfully assembled to disperse.

**Dismounted Tactics** – Non-mobile tactical formations generally involving team, squad, and platoon-sized units.

**Less Lethal Impact Munitions** – Projectiles launched or otherwise deployed for purposes of overcoming resistance, preventing escape, effecting arrest, reducing serious injury and may be applied without a significant likelihood of causing death.

**Pain Compliance** – Stimulation of nerves or the manipulation of joints to elicit a sense of unease or distress in a subject, causing that subject to comply with lawful directives.

### C. Information Gathering

Upon receipt of a credible threat of a civil disturbance, the City of Los Angeles will act according to the scale and scope of the event. The Los Angeles Police Department (LAPD) is the lead agency during a civil disturbance event and will coordinate the overall City response. If any City of Los Angeles department or agency obtains knowledge of a credible civil disturbance threat, this information will be provided to LAPD, who will share the information with other City departments and County, State and Federal agencies as necessary.

Although law enforcement has many streams for gathering information and intelligence, there are several non-public safety City departments that can be essential force-multipliers. Many non-public safety City departments, such as the Departments of Public Works, Water & Power, Building & Safety, and Housing, have personnel in the field in public places that routinely enter private residential and commercial buildings to conduct inspections. City department personnel can be an information gathering resource by communicating out of the ordinary field information to the appropriate public safety departments.

#### 1. Joint Regional Intelligence Center (JRIC)

The JRIC is staffed with intelligence analysts and investigators from the spectrum of Federal, State, and Local law enforcement and security agencies that cover the 44,000-square mile territory surrounding Los Angeles. The intent is to improve coordination and intelligence sharing by putting all the important players together. There are more than 40 regional intelligence centers in the United States and fusion

centers, partnerships between State and Local authorities focused on particular crimes or issues, spread across the country.

#### **D. Mobilization of Public Safety Resources**

During a civil disturbance, LAPD is the lead agency. However, other EOC Divisions and City entities play a role in supporting LAPD efforts by accomplishing a wide range of tasks at various points of the incident to bring order to the City.

Individual departmental resources will be coordinated through their respective DOCs. Overall coordination of City department and agencies will be done through the City EOC. If the EOC is activated, LAPD will assume the EOC Director position and will be supported by the Los Angeles Fire Department (LAFD) and Emergency Management Department (EMD) as Deputy Directors.

In the event of a civil disturbance within the Los Angeles World Airport (LAWA), Los Angeles Airport Police will work in partnership with LAPD. Similarly, if there is disturbance at the Port of Los Angeles (POLA), Los Angeles Port Police (POLAPD) will work in partnership with LAPD.

LAPD has a rapid mobile deployment force capable of fulfilling a variety of tactical missions, including mass arrests and bookings. LAPD's Mobile Field Force (MFF) Concept has been developed to provide a fast and effective method to assemble and deploy a platoon-size, tactical force from on-duty personnel. It is adaptable to both planned events and spontaneous incidents which require the rapid assembly of large numbers of officers. A Tactical Alert is the preliminary stage of the LAPD Department Mobilization Plan for Unusual Occurrences (UOs). It provides for the controlled redistribution of on-duty personnel to achieve the personnel level necessary for control of a major police incident.

#### **E. Crowd Control and Dispersal**

LAPD's crowd control mission objectives are to:

- ☐ Protect life
- ☐ Restore and maintain order
- ☐ Arrest violators
- ☐ Protect vital facilities
- ☐ Protect property

Crowd dispersal techniques will not be initiated by LAPD until after a declaration has been announced as required by California Penal Code Section 409.<sup>22</sup> LAPD will contain

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<sup>22</sup> [http://leginfo.legislature.ca.gov/faces/codes\\_displaySection.xhtml?lawCode=PEN&sectionNum=409](http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=PEN&sectionNum=409).



rioters to the smallest possible geographical area and its participants isolated from the public by:

- ② Defining the perimeter
- ② Conducting arrests when necessary,
- ② Establish control points on appropriate roadways along the perimeter
- ② Posting patrols in sectors within the involved area
- ② Creating staging areas for support units outside the perimeter

Los Angeles Airport Police, Los Angeles Port Police, and Los Angeles Police Department will exercise all appropriate measures to maintain crowd control and dispersal. These tactics may include but not limited to dispersal orders, skirmish lines, mobile field forces, air support operations, mobile sound vehicles, and/or arrests.

#### **F. Crowd Detainment and Arrest**

LAPD Incident Commander will rapidly deploy forces and utilize equipment as necessary to restore order. The LAPD Mass Arrest Detention and Transportation Detail (MADTD) is a temporary entity that is activated when there is the anticipation of a mass arrest requiring transportation, booking, and processing during a preplanned or unplanned event. If an unlawful act is committed, Airport Police, Port Police, and LAPD will direct officers to take the appropriate action. The demonstrators will be allowed to march in public areas. However, demonstrators may not intentionally stop or block passengers from gaining access to ticket counters and cannot march directly into passenger lines, as pushing or shoving may occur. If demonstrators sit down in front of the counters, a dispersal order may be given and demonstrators should be given a reasonable time to leave the area, or be subject to arrest.

#### **G. Force Protection**

LAPD Incident Commanders will immediately identify and secure critical or sensitive locations within the disturbance area (e.g., hospitals, communication centers, firearms establishments, public utility centers, religious institutions). If LAFD requests force protection while conducting fire/life safety missions during a civil disturbance event, force protection will normally be provided by the LAPD. Upon receipt of the mission request, the LAPD Unified Commander or Incident Commander will ensure continuous support for the duration of the event and will conclude only after agreed upon by both LAPD and LAFD. If a civil disturbance takes place at LAWA or the POLA, the appropriate law enforcement measures will be taken by Los Angeles Airport Police and the Los Angeles Port Police respectively.

The Los Angeles Department of Water and Power (LADWP) will deploy its Security Services personnel to LADWP facilities and attempt to keep unauthorized persons from the facilities until local law enforcement arrives. LADWP Security Services personnel are trained to use the baton and chemical agents and will deploy these tools, if necessary and feasible, to protect LADWP facilities and employees.

## **H. Rescue and Fire Support**

LAFD will continue to operate within the Task Force concept. LAFD Resources will be coordinated by Area Command and Control. Resources will be grouped into Medical Task Forces when responding to medical incidents. Specialized resources such as Urban Search and Rescue, Hazardous Materials Task Forces will be used as necessary. Force protection necessary to allow for safe operations is required by law enforcement when responding into areas of civil disturbance. Fire resources will engage fires and other incidents requiring fire apparatus in a cursory manner with life safety being the optimum goal.

LAFD members will function in teams of two or more during civil disturbances. The guidelines for operating within the operational area are detailed in the LAFD Hazardous Materials Handbook and the Tactical Alert Manual.

## **I. Traffic Control**

When employing traffic control the following tactics may be used by LAPD:

- ② Fixed Post Strike Teams to control traffic at specific intersections and location.
- ② Bicycle Strike Teams to provide a mobile traffic force that can respond quickly in crowded situations.
- ② Motor Strike Teams to provide rapid mobile response to reinforce fixed postpositions or to redeploy and establish new traffic control tactics as needed.

LAPD will provide a plan for emergency vehicle ingress/egress routes, and will establish and maintain a perimeter around the closed area (limited access or no access).

The Los Angeles Department of Transportation (LADOT) will provide traffic control at secure locations identified by LAPD. LADOT will identify traffic corridors that should be used for general public travel, emergency evacuation egress, or public safety vehicle ingress and egress, as well as any other route designations needed.

LAFD directs traffic as a secondary function of rescue and fire support. LAFD will make appropriate ingress and egress for emergency and incident support vehicles recommendations to LADOT. In collaboration with the LAPD, LAFD will make boundary recommendations for an evacuation area to LADOT.

Airport Traffic Control Unit Officers will coordinate with law enforcement officers to facilitate the movement of demonstrators through crosswalks; ensure safe curbside vehicular/pedestrian traffic along the demonstrator's path within LAWA property.

## J. Mutual Aid

### 1. California Disaster and Civil Defense Master Mutual Aid Agreement<sup>23</sup>

A voluntary mutual aid system provided among local jurisdictions and the State under the terms of the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA). MMAA creates a formal structure where each jurisdiction retains control of its own facilities, personnel, and resources; but may also receive or render assistance without the expectation of reimbursement, to other jurisdictions within the State. A statewide mutual aid system allows for the mobilization of resources to and from local governments, operational areas, regions, and the State to provide requesting agencies with adequate resources. The system includes several discipline-specific mutual aid agreements, such as fire and rescue, law, medical, building and safety, coroners, emergency managers, and public works. These systems are consistent with NIMS and SEMS at all levels. In addition to the mutual aid agreements that are in place within the State of California, the State is a signatory to the Emergency Management Assistance Compact (EMAC) which allows California to participate with the other states in a nationwide mutual aid system.

### 2. California Law Enforcement Mutual Aid System<sup>24</sup>

Established in 1961, it has been used to restore order during emergencies and to provide assistance to local agencies during other unusual events, including civil disturbance. As a component of the SEMS, the Mutual Aid System is based on four organizational levels: cities, counties, regions, and the State. (A county is an operational area along with its political subdivisions). The State is divided into seven Law Enforcement Mutual Aid Regions. The County Sheriff is a key role player within the system with each sheriff serving as the Regional Mutual Aid Coordinator. The basic concept provides that within the operational area, adjacent or neighboring law enforcement agencies will assist each other. Should the event require assistance from outside the County, the region will provide requested assistance to the impacted County. If the combined resources of the region are insufficient to cope with the incident, the Regional Coordinator contacts the State Law Enforcement Mutual Aid Coordinator at California Governor's Office of Emergency Services (Cal OES). A similar plan exists for the County Coroners. The plan provides for coroner assistance from the Local up to the Federal level. Planned events, such as concerts, parades, and fairs, are the responsibility of Local agencies. Any requirement for additional public safety presence should be addressed through contractual arrangements. If any event, planned or spontaneous, appears that it may result in a request for mutual aid or some other special resource, then an early call to the Cal OES Law Enforcement Division is encouraged. A staff peace officer from the branch will usually be assigned to work directly with the jurisdiction to assist in plans development.

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<sup>23</sup> <https://www.ncjrs.gov/App/publications/abstract.aspx?ID=202939>

<sup>24</sup> <http://www.caloes.ca.gov/LawEnforcementSite/Documents/1Blue%20Book.pdf>

3. California Fire Service and Rescue Emergency Plan<sup>25</sup>

First prepared and adopted in 1950 as an annex of the California State Civil Defense and Disaster Relief Plan, the plan is based on the concept of "self-help" and "mutual aid". All 58 counties in the State of California and nearly all city governments are signatory to a Master Mutual Aid Agreement. Mutual aid extended under this agreement and the operational plans adopted pursuant thereto, shall be available and furnished in all cases of "local emergency", "state of emergency", and "state of war emergency" as defined in the Emergency Services Act. The Act also provides the basis for exchange of mutual aid under any and all other circumstances.

The plan provides for:

- Systematic mobilization, organization, and operation of fire service resources.
- Comprehensive and compatible plans for the expedient mobilization and response of available fire service resources.
- Establishment of guidelines for recruiting and training auxiliary personnel to augment regularly-organized fire personnel.
- Annual update of all personnel, apparatus, and equipment in California;
- A communication facility for the interchange and dissemination of fire-related data, directives, and information between local, state, and federal agencies;
- Coordination and implementation at State level of government (Chief, State Fire and Rescue Coordinator).

4. California Master Mutual Aid Agreement<sup>26</sup>

Local and State emergency managers respond in support of each other under a variety of plans and procedures. Immediately following the 1994 Northridge Earthquake, City and County emergency managers along with the Coastal, Inland, and Southern Regions of Cal OES developed a coordinated emergency management concept called the California Emergency Management Mutual Aid (EMMA) system. EMMA provides a valuable service during the emergency response and recovery efforts at the Southern Region Emergency Operations Center (REOC), local EOCs, the Disaster Recovery Center (DRC), Local Assistance Centers, and on the field. EMMA has often been used to deploy emergency managers and other technical specialists not covered by Law Enforcement or Fire Mutual Aid plans in support of emergency operations and response throughout California. This document is an update to incorporate advancements in Emergency Management Mutual Aid.

5. Defense Support of Civil Authorities (DSCA)<sup>27</sup>

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<sup>25</sup> <http://www.caloes.ca.gov/FireRescueSite/Documents/CalOES%20-%20Fire%20and%20Rescue%20-%20Mutual%20Aid%20Plan%20-%2020141201.pdf>

<sup>26</sup> <http://www.caloes.ca.gov/PlanningPreparednessSite/Documents/CAMasterMutAidAgreement.pdf>

<sup>27</sup> [http://www.dtic.mil/doctrine/new\\_pubs/jp3\\_28.pdf](http://www.dtic.mil/doctrine/new_pubs/jp3_28.pdf)

A process through which United States military assets and personnel can be used to assist in missions normally carried out by civil authorities or local jurisdictions. These missions are primarily activated and used in response to large natural and human-made disasters. DSCA is the overarching guidance of how the United States military can be requested by a Federal agency and the procedures that govern the actions of the military during employment. The provision of DSCA is codified in Department of Defense Directive 3025.18.

The Defense Coordinating Officer (DCO) is the functional process manager of DSCA. The City of Los Angeles will continue to request resources through the Los Angeles County as governed by SEMS/NIMS. These requests would be elevated and coordinated by Cal OES and FEMA.

**K. Documentation and Time-Keeping**

During an emergency situation or incident, it is important to keep records specific to staff assignments and costs related to the response to and recovery from the emergency/incident. Each department has their own internal processes for ensuring proper documentation of actions; incident specific cost tracking, personnel time-keeping and record retention of these documents.

In accordance with standard cost accountability practices for unique events, man-made and/or natural disasters, all City departments are required to document their financial costs of labor, materials, and equipment utilized in addressing the event.

Each City department, proprietary and Council controlled, operates their respective accounting practices within the guidelines of the Mayor's Executive Directives, the California Natural Disaster Assistance Act and the Federal Code of Regulations Title 44 of the Stafford Act to maximize potential reimbursement eligible costs and minimize ineligible costs.

### III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

#### A. City of Los Angeles

##### 1. Emergency Management Department (EMD)

###### a) Reconnaissance & Information Gathering

###### i. Fact Gathering

- EMD will monitor LAPD's DOC Communications Division.
- Monitor LAFD's Metropolitan Fire Communications (MFC).
- ☐ Monitoring incoming intelligence bulletins from various sources.

###### ii. Assessment

- ☐ Appropriate activation of the EOC will take place.
- ☐ EMD will work with other departments to determine the scope of the incident and its impact on City functions and facilities, as well as residents.

###### iii. Information Sharing

- ☐ Information will be shared appropriately through EMD bulletins and conference calls.
- ☐ EMD will facilitate information sharing between departments.
- ☐ Direct staff in collecting and consolidating ongoing reconnaissance information from field units, the ICP, and other available information sources.

###### b) Initial Stabilization

###### i. Incident Response

- ☐ EMD will activate the EOC to the appropriate level as needed.
- ☐ Coordinate operations with emergency service organizations in other jurisdictions.

###### ii. Ongoing Information Gathering/Assessment/Sharing

- EMD will continually communicate with Command Posts and the LAPD's DOC Communications Division.
- ☐ Monitor, record, evaluate, and assess information obtained by Fire Department and Police Department during initial size up to anticipate future emergency management needs of the departments.

###### iii. Assess Transition to Recovery/Demobilization

- ☐ EMD will determine if County departments are needed or may be needed for the recovery process.
- ☐ EMD will assume the lead role for the recovery process.
- Determine key incident thresholds and measurements that will affect the Department's ability to begin demobilization and shift focus to recovery efforts.

###### c) Initial Recovery

###### i. Initial Recovery Operations

- ☐ Key objectives of short-term recovery are to restore homes, jobs, services, and facilities both quickly and efficiently.

- ☐ EMD has been assigned Chief of the EOO Recovery and Reconstruction Division.
        - ☐ EMD will implement the EOO Recovery and Reconstruction Division Plan.
      - ii. Ongoing Information Gathering/Assessment/Sharing
        - ☐ EMD will continuously improve situational awareness by evaluating and disseminating information from field operations and relevant stakeholders.
      - iii. Demobilization of Department/Agency Resources
        - ☐ EMD will evaluate long-term recovery needs and facilitate resource coordination between stakeholders.
  - d) Department Command and Control
    - i. EMD will notify relevant stakeholders, including the Mayor, EOB members, and the Los Angeles County Office of Emergency Management (OEM) Operational Area of EOC activation.
    - ii. EMD Duty Officer will communicate with the LACOEM Duty Officer to monitor the incident.
  - e) Documentation
    - i. Record Keeping
      - ☐ When the EOC is activated, or EMD personnel are assigned to a command post, all EMD personnel are required to complete an ICS-214 form.
    - ii. Time Keeping
      - ☐ The ICS-214 form memorializes the number of hours worked on a particular incident by EMD personnel.
      - ☐ The ICS-214 forms are collected by the Emergency Management/EOC Coordinator of the EOC.
      - ☐ The time spent on an incident is recorded on electronic time sheets as a separate line item.
      - EMD's Administrative Division can then calculate and record the total hours and dollars spent on the incident.
    - iii. Financial Reporting
      - EMD's Administrative Section is responsible for tracking disaster related response costs incurred by the Department.
      - In the event an incident is designated as a State and/or Federal emergency or disaster, the Department will provide the Office of the City Administrative Officer, as the City's Authorized Agent, with the financial documentation needed for submission as part of the City's FEMA public assistance reimbursement application process.

## **2. Fire Department, Los Angeles (LAFD)**

- a) Reconnaissance & Information Gathering
  - i. Fact Gathering
    - ☐ The reliance on JRIC is essential to information gathering.

- ☐ Use of technology, stationary cameras, various forms of social media, and other methods are essential to the information gathering process of LAFD. Fact gathering occurs on a daily basis via information gleaned from common sources such as field resources, the Chain of Command, and Metropolitan Fire Communications.
    - ☐ When necessary the Command Staff will convene a meeting based on time sensitive information gathered from credible resources in the field, media, or other sources.
  - ii. Assessment
    - ☐ Relevant information will be jointly shared by the JRIC to ensure all public safety agencies within the region are informed.
    - ☐ The ongoing assessment will be conducted by the Incident Commander, Area Commander, or Unified Commander.
    - ☐ The assessment will be filtered via three coordinating services:
      - The Area Commander
      - The Agency Representative of assisting agencies
      - Media relations with a single point of contact established and scheduled media briefings.
  - iii. Information Sharing
    - ☐ Fact gathering, assessment, and information sharing will be completed at the JRIC.
    - ☐ Relevant information will be jointly shared by the JRIC to ensure all public safety agencies within the region are informed.
    - ☐ Fact gathering occurs on a daily basis via information gleaned from common sources such as, field resources, the Chain of Command, and Metropolitan Fire Communications.
- b) Initial Stabilization
  - i. Incident Response
    - ☐ Minimize injuries to all affected citizens and protect property within the context of safety to LAFD members.
  - ii. Ongoing Information Gathering/Assessment/Sharing
    - ☐ LAFD will gather and share information through the Planning Section.
    - ☐ In the unified command structure, any information gathered will be shared with other members of the unified command.
    - ☐ As the information assessments continue to be approved, relevant information will be pushed out to the agencies and facilities affected by the information.
  - iii. Assess Transition to Recovery/Demobilization
    - ☐ Based on the effect of the incident, the property or area will be returned to the jurisdiction authority (i.e. private property, streets, or national park).
- c) Initial Recovery
  - i. Initial Recovery Operations



- ☐ Recovery centers will ensure that the impact area is clear of any fires, releases of hazardous materials, or imminent threat to life and property are accounted for.
    - ii. Department Resources
      - ☐ A shell of Department resources will be assigned to the event to ensure critical needs are served.
    - iii. Ongoing Information Gathering/Assessment/Sharing
      - ☐ Information gathering and damage assessment activities will be conducted to ensure accurate data is provided to the finance elements.
      - ☐ LAFD information sharing is conducted through digital reporting methods.
    - iv. Demobilization of Department/Agency Resources
      - ☐ The event will be demobilized in a clear and coordinated method similar to the mobilization process.
  - d) Department Command and Control
    - i. Command and Control remains with the MFC throughout the event.
    - ii. When an Area Command is established, the function of Command and Control of a dedicated set of resources will be performed at the Area Command Post until the event is demobilized.
  - e) Documentation
    - i. Record Keeping
      - ☐ The record keeping of civil disturbance incidents will be maintained at MFC.
      - ☐ Audio recording of responses are archived within the dispatch center.
      - ☐ At the conclusion of non-medical incidents, field resources complete a National Fire Incidents Report System report as a record keeping function.
    - ii. Time Keeping
      - ☐ Accurate digital documentation of LAFD response time and chronology of incidents is maintained for each incident via the MFC computer. In addition, hard copy hand written entries will be completed for each incident at the field level.
      - ☐ At the conclusion of the incident, a historian becomes the documentarian and custodian of the incident.
    - iii. Financial Reporting
      - In the event an incident is designated as a State and/or Federal emergency or disaster, the Department will collect and provide the Office of the City Administrative Officer, as the City's Authorized Agent, with the financial documentation needed for submission as part of the City's FEMA public assistance reimbursement application process.

### **3. Police Department, Los Angeles (LAPD)**

- a) Reconnaissance & Information Gathering

- i. Fact Gathering
  - ☐ LAPD will monitor information from social media outlets.
- ii. Assessment
  - ☐ LAPD will assess the size and demeanor of the crowd.
  - ☐ Asses the movement of the crowd.
  - ☐ Assess the potential impact to critical infrastructures and key resources.
- iii. Information Sharing
  - ☐ The LAPD Public Information Officer (PIO) is responsible for external public and media information sharing.
- b) Initial Stabilization
  - i. Incident Response
    - ☐ Public safety will take precedence in emergency response objectives.
    - ☐ Causality assessment will be coordinated with LAFD.
      - LAPD will send representative(s) in the City's EOC.
  - ii. Ongoing Information Gathering/Assessment/Sharing
    - ☐ Assessment of operational capabilities will be continually updated by LAPD.
    - ☐ Response objectives are to be based on life safety and property damage.
  - iii. Assess Transition to Recovery/Demobilization
    - ☐ LAPD will contact the Incident/Unified Command Post for deployed personnel at the incident.
    - ☐ All demobilization procedures are approved by the incident commander.
    - ☐ All units demobilizing must check-out at the Command Post and complete appropriate ICS forms.
- c) Initial Recovery
  - i. Initial Recovery Operations
    - ☐ LAPD will prioritize access for first responder vehicles.
    - ☐ Provide access for business operators to resume their operations as soon as possible.
  - ii. Ongoing Information Gathering/Assessment/Sharing
    - ☐ Assessment of operational capabilities will be continually updated.
    - ☐ Response objectives are based on life safety, property damage, and restoration of public order.
    - ☐ Resource requests are based on the need to achieve incident objectives.
  - iii. Demobilization of Department/Agency Resources
    - ☐ Approval of demobilization will be given by the Incident Commander.
- d) Department Command and Control
  - i. All divisions will refer to the Department SOPs to facilitate appropriate response action(s).
- e) Documentation
  - i. Financial Reporting

- ☐ LAPD will coordinate and exchange of information with the Fiscal Operations Division to estimate damages and available mutual/financial aid for recovery efforts.
- In the event an incident is designated as a State and/or Federal emergency or disaster, the Department will provide the Office of the City Administrative Officer, as the City's Authorized Agent, with the financial documentation needed for submission as part of the City's FEMA public assistance reimbursement application process.

#### **4. Port Police, Los Angeles (POLAPD)**

- a) Reconnaissance & Information Gathering
  - i. Fact Gathering
    - ☐ POLAPD will monitor bulletins from various law enforcement sources.
  - ii. Assessment
    - ☐ POLAPD will determine if threats are credible.
    - ☐ Assess the potential impact on threat location.
  - iii. Information Sharing
    - ☐ Information will be distributed when credible threat is known and declassified by POLAPD.
- b) Initial Stabilization
  - i. Incident Response
    - ☐ POLAPD will establish coordination with appropriate law enforcement resource.
    - ☐ Establish security checkpoints on the surrounding streets.
  - ii. Ongoing Information Gathering/Assessment/Sharing
    - ☐ POLAPD will continue to monitor information updates from law enforcement sources.
    - ☐ Continue assessing viability of threat and determine appropriate resources.
  - iii. Assess Transition to Recovery/Demobilization
    - ☐ Unified Command/Incident Commander will make the determination of transition of forces. The transition can be a recovery/investigative role or simply the release of responding units. Usually a demobilization unit will make that determination within the Incident Action Plan.
- c) Department Command and Control
  - i. Patrol Operations Division (POD) and Maritime Operations Division (MOD) will assume the leadership role with regards to Police Operations and Security.
  - ii. POLA's Emergency Management Division will coordinate the operation of the DOC at all levels of activation. EMD can assist the Port, when requested, as a Liaison Officer (LO) or Agency Representative (AREP).
  - iii. The Support Services Division consists of both Criminal Investigation Section and Tactical Planning Division (TPD):

- ☒ CIS will assume the leadership role with the investigation.
- ☒ TPD will assume the leadership role with the following:
  - Unified/Single Command Post operations and support.
  - Rapid response with specialized personnel and equipment as necessary to the potential threat location.
- d) Documentation
  - a) Financial Reporting
    - In the event an incident is designated as a State and/or Federal emergency or disaster, the Department will provide the Office of the City Administrative Officer, as the City's Authorized Agent, with the financial documentation needed for submission as part of the City's FEMA public assistance reimbursement application process.

## 5. Los Angeles World Airports (LAWA)

- a) Reconnaissance & Information Gathering
  - i. Fact Gathering
    - ☒ The Airport Response and Coordination Center (ARCC) will be the initial central location for the collection of situational awareness information from all LAWA divisions and airports. If the event warrants it, the LAWA DOC will be activated and assume the role of primary coordination related to the event. Incident Command Posts(ICPs) will relay information to the ARCC/DOC:
      - Divisions will assess their work area and report findings to the ARCC/DOC.
      - Divisions with response functions will assess the impact on operational and emergency response capabilities and report their findings to the ARCC/DOC.
  - ii. Assessment
    - ☒ Airport Police will assess the disturbance and potential impacts to aviation security and/or critical infrastructure.
    - ☒ Airport Operations will determine the impact on airport operations.
    - ☒ The assessment of operational and emergency response capabilities will be reported to the ARCC/DOC, which will work in tandem.
    - ☒ Information Technology Management Group (ITMG) will determine the impact on airport communications and data transfer systems and provide a status report to the ARCC/DOC.
  - iii. Information Sharing
    - ☒ The Media & Public Relations PIO in conjunction with the Airport Police PIO are responsible for external/public and media information. A Joint Information Center (JIC) may be established.
- b) Initial Stabilization
  - i. Incident Response

- ☐ LAWA will establish command with LAPD and appropriate Federal agencies as necessary (i.e., FBI, TSA, CBP).
  - ☐ Public safety and operational continuity priorities will be used to inform the development of emergency response and recovery objectives.
  - ☐ Depending on the situation, LAWA may need to determine to either shelter-in-place or evacuate employees and travelers.
    - If sheltering-in-place, LAWA must follow the Mass Care and Sheltering Annex. LAWA is not a designated shelter facility and therefore shelter-in-place indicates 12 hours or less.
    - If evacuating, LAWA must coordinate transportation of passengers utilizing available resources and through City EMD and follow the Evacuation Annex.
  - ☐ LAWA will send a representative to the City EOC.
  - ☐ LAWA will begin the development of a Common Operating Picture to enable effective and coordinated decision making for stabilization and recovery of operations.
- ii. Assess Transition to Recovery/Demobilization
    - ☐ In collaboration with Unified Command and Federal partners, whom LAWA has significant interdependencies, LAWA will develop incident objectives related to recovery and demobilization during the response phase of the incident.
- c) Department Command and Control
    - i. Department command and control is maintained by the DOC when activated and includes Airport Operations, Airport Police, Facilities Management, Customer Service, Emergency Management, Planning Development Group (i.e., engineers), Customs and Border Patrol, Media & Public Relations, and Transportation Security Administration (TSA).
    - ii. Tactical or field response command and control will be maintained at the ICP.
    - iii. The ICP and DOC will collaborate to determine the emergency response and recovery objectives to be achieved during the operational periods.
    - iv. Airport divisions, Federal partners, and airlines will send responders to the DOC as necessary.
  - d) Documentation
    - i. Financial Reporting
      - In the event an incident is designated as a State and/or Federal emergency or disaster, the Department will provide the Office of the City Administrative Officer, as the City's Authorized Agent, with financial the documentation needed for submission as part of the City's FEMA public assistance reimbursement application process.

## **6. Transportation, Los Angeles Department of (LADOT)**

- a) Reconnaissance & Information Gathering
  - i. Fact Gathering

- ☐ LADOT will report suspicious activity to the Communications Center at 818-752-5100.
    - ii. Assessment
      - ☐ LADOT will assess the potential impact the threat may have on Department employees, facilities, and the capabilities of LADOT's emergency response personnel.
    - iii. Information Sharing
      - ☐ LADOT Communications Center will relay information to the DOC and/or LAPD.
- b) Initial Stabilization
  - i. Incident Response
    - ☐ LADOT will mobilize Transit, Special Traffic Operations, and Parking Enforcement/Traffic Control personnel and material resources to fulfill the emergency mission.
    - ☐ The Emergency Management Coordinator will activate the DOC and/or ensure City EOC responders are activated when required.
    - ☐ Provide assistance to LAPD and LAFD as needed.
    - ☐ Coordinate with public transportation agencies to supply accessible common carrier services.
  - ii. Ongoing Information Gathering/Assessment/Sharing
    - Ensure communication is established with essential facilities, field employees, other agencies, and the City's EOC.
  - iii. Assess Transition to Recovery/Demobilization
    - ☐ LADOT will determine intervals/timelines for demobilization of resources and personnel to assist EOC in the development of incident objectives related to recovery and demobilization during the response phase of the incident.
    - ☐ Communicate demobilizations and demobilization plan to partnering agencies in addition to EOC.
    - ☐ Materials and temporary traffic controls will remain in place until the completion of repairs to roadways and other transportation facilities.
- c) Department Command and Control
  - i. The General Manager of the LADOT has the ultimate responsibility for Command and Control.
  - ii. The LADOT has established a succession plan in the event the General Manager is not available.
- d) Documentation
  - i. Record Keeping
    - ☐ A work order number will be requested from LADOT accounting for the Emergency Event.
    - ☐ All employees will maintain an ICS-214 form.
  - ii. Time-Keeping

- ② LADOT Emergency Management Coordinator coordinates the collection of all response information for staff and resources deployed to an emergency incident. Responding staff hours are processed and recorded through the online D-Time System timesheets which will be reviewed and approved bi-weekly by division supervisors.
  - ② Time designated to a specific incident, both regular and overtime hours, is delineated by applying the hours worked to a work order number for that specific incident. All hours associated with the specific work order number will then be calculated and a summary of work hours is completed.
  - ② All hours associated with an incident will be captured and summarized into cost tracking worksheets. Worksheets are then processed and calculated using established LADOT practices and in conformance with the Public Assistance Program.
  - ② Once staff reports their incident response hours, the payroll/timekeeping and accounting units review the documentation and generate a cost report based on the work order number. The accounting cost report is then cross checked with other documentation and worksheets.
  - ② Equipment use is gathered from both equipment use logs and activity reports generated by responding staff. An equipment usage report which identifies type of equipment used, hours used, and reason for use is generated.
- iii. Financial Reporting
- Initiate a Disaster Accounting System to document disaster costs for potential cost recovery and reimbursements. In the event an incident is designated as a State and/or Federal emergency or disaster, the Department will provide the Office of the City Administrative Officer, as the City's Authorized Agent, with the financial documentation needed for submission as part of the City's FEMA public assistance reimbursement application process.

## **7. Information Technology Agency (ITA)**

The Information Technology Agency (ITA) will be responsible for re-establishment, restoration, and continued operations of ICT applications and infrastructure under its charge.

## **B. County of Los Angeles**

Although the City of Los Angeles has no authority to assign responsibilities to County departments, many County departments are the primary agency responsible for providing certain services to the City of Los Angeles. Those County departments are listed in the following, along with the services they are responsible for providing in the event of a civil disturbance.

### **1. Sheriff's Department, Los Angeles County (LASD)**

When the civil disturbance takes place within the boundaries of the City, LASD will operate in a support role and primarily monitor the civil disturbance. The LASD DOC will be activated and be utilized for coordinating with all other relevant departments. A request must be sent from EMD and LAPD to be present in the LASD DOC. LASD will send a representative to be present in the City's EOC.

## **C. State of California**

Although the City of Los Angeles has no authority to assign responsibilities to State of California departments, many State departments have primary or support responsible for providing certain services to the City of Los Angeles. Those State departments are listed in the following, along with the services they are responsible for providing in the event of a civil disturbance.

### **1. California Office of Emergency Services (Cal OES)**

Cal OES functions as a State coordinating body for preparation, prevention, response, and recovery activities for all hazards within California. Cal OES operates the Mutual Aid System to restore order during emergencies with assistance from neighboring law enforcement.

### **2. California Highway Patrol (CHP)**

CHP acts to prevent loss of life, injuries, and property damage as a result of traffic collisions by enforcing the California Vehicle Code and other laws to prevent crime. In the event of traffic and emergency incidents, CHP promotes safe and efficient movement and people and goods. The CHP also has the duty to "protect the public, their property, State employees, and the State's infrastructure"; which as needed involves collaboration with Local, State and Federal public safety agencies.

### **3. California National Guard (CNG)**

CNG, comprised of both Army and Air National Guard, provides trained and disciplined forces in response to domestic emergencies and special situations. If summoned by the Governor of California, the CNG will assist local authorities while refraining from acting in a law enforcement capacity.<sup>28</sup>

### **4. University of California, Los Angeles Police Department (UCLAPD)**

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<sup>28</sup> Section 1385 of Title 18, United States Code



UCLAPD has the operational responsibility for providing police services to the University of California, Los Angeles campus and all properties owned, leased, or controlled by the University located within the boundaries of the City of Los Angeles. LAPD will respond to assist UCLAPD only when requested by the UCLAPD Chief of Police.

#### **5. California State University Police Departments**

California State University Police Departments follow the SEMS/NIMS emergency management protocols. In the event of a civil disturbance in the region, those campuses located within the City of Los Angeles (Los Angeles, Dominguez Hills, and Northridge) will respond in accordance with their standing procedures. A joint command would be convened if the situation permits and warrants it. Departments will likely, however, route request independently through their respective EOCs.

#### **D. Federal**

Although the City of Los Angeles has no authority to assign responsibilities to Federal departments, many Federal departments have primary or support responsible for providing certain services to the City of Los Angeles. Those Federal departments are listed in the following, along with the services they are responsible for providing in the event of a civil disturbance.

##### **1. Federal Bureau of Investigations (FBI)**

To coordinate the Federal response, the FBI and FEMA have been assigned lead agency responsibility for crisis and consequence management, respectively, in response to a domestic terrorist threat or incident. The FBI is the lead agency for crisis management response to acts of domestic terrorism, which includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, or resolve a threat or act of terrorism. State and Local governments provide assistance as required.

##### **2. United States Coast Guard (USCG)**

The USCG Base in Los Angeles-Long Beach (LA/LB) provides direct support of USCG activities in Southern California. The Pacific Strike Team maintains custody of a variety of response equipment to execute its USCG missions and duties under the National Response System.

##### **3. United States Department of Defense (DOD)**

The DOD supports Local, State, and Federal government agencies in planning for and responding to domestic emergencies. Local units may respond under the immediate response doctrine when necessary to save lives, prevent human suffering, or mitigate great property damage. Many units execute MOUs for mutual support of emergency services with Local jurisdictions or municipalities. National Guard units may also respond under State control when directed by appropriate State authorities. Upon the declaration of an emergency or major disaster by the

President, the Secretary of Defense, or his Executive Agent provides federal military support. For most domestic emergency responses requiring US DOD assets, the DCO controls all US DOD response elements. Because of the potentially large number of US DOD requirements, it may activate a Response Task Force (RTF) to command and control all Federal military personnel responding for consequence management (with the exception the Joint Special Operations Task Force).

**4. United States Department of Homeland Security (DHS)**

DHS maintains one vital mission: to secure the nation from the many threats we face and ensure a homeland that is safe, secure, and resilient against terrorism and other hazards. DHS prevents terrorism and enhances national security, secures and manages Federal borders and ensures resilience to disasters.

**5. Federal Emergency Management Agency (FEMA)**

FEMA is the lead Federal agency for consequence management, which entails both preparedness for and dealing with the consequences of a terrorist incident. Although the affected State and Local governments have primary jurisdiction for emergencies, a terrorist attack involving weapons of mass destruction could create havoc beyond their capability to respond. If this were to happen, FEMA would coordinate consequence management activities including measures to alleviate damage, loss, hardship, or suffering caused by the incident; to protect public health and safety; to restore essential government services; and to provide emergency assistance. FEMA would implement the Federal Response Plan, cooperating with State and Local emergency response agencies. Final authority to make decisions on- scene regarding the consequences of the incident (rescue and treatment of casualties, protective actions for the affected community) rests with the Local Incident Commander.

**E. Other**

Although the City of Los Angeles has no authority to assign responsibilities to other organizations, many provide primary or support responsible for providing certain services to the City of Los Angeles. Those who provide services are listed in the following, along with the services they are responsible for providing in the event of a civil disturbance.

**1. Los Angeles Unified School District Police Department (LASPD)**

LASPD is the largest independent school police department in the United States, with over 350 sworn police officers, 126 non-sworn School Safety Officers (SSO), and 34 civilian support staff dedicated to serving the Los Angeles Unified School District (LAUSD). It is the fifth largest police department in Los Angeles County, and the 14th largest in California. Police Officers are assigned to school campuses and also patrol the surrounding areas. School Safety Officers are also assigned to school campuses and parking enforcement. The LASPD also shares jurisdiction and interacts with over 13 municipal and County law enforcement agencies (to include multiple outside

agency divisions and stations), as well as State and Federal law enforcement and emergency services agencies.

**2. Private K-12, Colleges and Universities**

There are many private K-12, colleges, and universities throughout the City of Los Angeles, many with their own security forces. Those operate under the rules established by their entity. When a civil disturbance occurs on University of Southern California (USC) property or in the surrounding community, the LAPD has a primary role in responding to the emergency. USC Department of Public Safety (USC DPS) will have a supporting role under LAPD command.

#### **IV. DIRECTION, CONTROL, AND COORDINATION**

This Civil Disturbance Annex may be activated when the Mayor proclaims a local emergency, or if there is an automatic activation. An automatic activation follows a disaster or event that the City has identified, in advance, as one that requires an immediate response. Disasters requiring automatic activation are those events that pose an immediate threat to public safety.

Some portions of this Annex, such as the initial response, go into effect immediately following a civil disturbance event. The remainder of this Annex is only activated when the incident grows in scope to a point where activation of the EOC is warranted. Activation of the EOC is not necessarily automatic or necessary with all civil disturbance incidents.

In advance of or simultaneous with the City plan activation, City departments and agencies will also activate their departmental civil disturbance plans.

## **V. ADMINISTRATION, FINANCE, AND LOGISTICS**

Each department is required to have documented internal administrative procedures in place to track financial costs related specifically to the response and/or recovery of an incident. These procedures must include tracking all expenditures specifically related to the incident, including personnel costs such as straight and overtime payroll costs related specifically to the incident. Departments are also required to document internal administrative procedures for requesting, fulfilling and tracking internal, department to department (DOC-to-DOC), field to department (field-to-DOC), and department to EOC (DOC-to-EOC) resource requests. Each department is responsible for the tracking of their own resources, including the tracking of personnel.

If an incident meets designated thresholds for Proclamation or Declaration of a State and/or Federal Emergency or Disaster, the Office of the City Administrative Officer (CAO), acting as the City's Authorized Agent, will develop a method for collecting financial documentation from departments as needed for submission as part of the City's reimbursement application process.

## VI. AGREEMENTS AND UNDERSTANDINGS

The following are part of this Annex:

- California Disaster and Civil Defense Master Mutual Aid Agreement<sup>29</sup>
- California Law Enforcement Mutual Aid System<sup>30</sup>
- California Fire Service and Rescue Emergency Plan<sup>31</sup>
- California Master Mutual Aid Agreement<sup>32</sup>

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<sup>29</sup> <https://www.ncjrs.gov/App/publications/abstract.aspx?ID=202939>

<sup>30</sup> <http://www.caloes.ca.gov/LawEnforcementSite/Documents/1Blue%20Book.pdf>

<sup>31</sup> <http://www.caloes.ca.gov/FireRescueSite/Documents/CalOES%20-%20Fire%20and%20Rescue%20-%20Mutual%20Aid%20Plan%20-%2020141201.pdf>

<sup>32</sup> <http://www.caloes.ca.gov/PlanningPreparednessSite/Documents/CAMasterMutAidAgreement.pdf>

## VII. AUTHORITIES AND REFERENCES

### A. Authorities

#### 1. Federal

- a) The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.  
<https://www.fema.gov/robert-t-stafford-disaster-relief-and-emergency-assistance-act-public-law-93-288-amended>
- b) Homeland Security Presidential Directive-5 (HSPD-5).  
<http://www.gpo.gov/fdsys/pkg/PPP-2003-book1/pdf/PPP-2003-book1-doc-pg229.pdf>
- c) National Incident Management System. Department of Homeland Security, December 2008.  
[http://www.fema.gov/pdf/emergency/nims/NIMS\\_core.pdf](http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf)
- d) National Response Framework. Department of Homeland Security, January 2008.  
<http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>
- e) Americans with Disabilities Act of 1990, as amended.  
<http://www.ada.gov/pubs/ada.htm>

#### 2. State of California

- a) California Penal Code §404\_  
<http://law.onecle.com/california/penal/404.html>
- b) California Emergency Services Act, 2015.  
<http://www.caloes.ca.gov/LegalAffairsSite/Documents/Cal%20OES%20Yellow%20Book.pdf>
- c) California Penal Code §409\_  
<http://law.onecle.com/california/penal/409.html>
- d) California Penal Code §416\_  
<http://law.onecle.com/california/penal/416.html>
- e) California Penal Code §407\_  
<http://law.onecle.com/california/penal/407.html>
- f) California State Emergency Plan.  
[http://www.caloes.ca.gov/PlanningPreparednessSite/Documents/00%20SEP%207-01-09%20covrev%20\(12\).pdf](http://www.caloes.ca.gov/PlanningPreparednessSite/Documents/00%20SEP%207-01-09%20covrev%20(12).pdf)

- g) California Master Emergency Mutual Aid Plan  
<http://www.caloes.ca.gov/PlanningPreparednessSite/Documents/EMMA%20PlanAnnexes%20A-F,%202012.pdf>
- h) California Penal Code §403\_  
<http://law.onecle.com/california/penal/403.html>
- i) California Penal Code §404.6\_  
<http://law.onecle.com/california/penal/404.6.html>
- j) California Penal Code §405\_  
<http://law.onecle.com/california/penal/405.html>
- k) California Constitution.\_  
<http://law.justia.com/california/constitution/>
- l) California Code of Regulations, Title 19, Chapters 1 through 6, including:
  - i. Chapter 1, Standardized Emergency Management System.\_  
<http://www.caloes.ca.gov/PlanningPreparednessSite/Documents/12%20SEM%20Guidelines%20Complete.pdf>
  - ii. Chapter 6, Disaster Assistance Act Regulations\_  
<http://www.caloes.ca.gov/PlanningPreparednessSite/Documents/02%20California%20Code%20of%20Regulations%20900q.pdf>
- 3. County of Los Angeles
  - a) County Code 2.68\_  
<http://lacoa.org/PDF/NN/CountyCode268.pdf>
  - b) Operational Area Emergency Response Plan  
<http://lacoa.org/PDF/OA%20ERP.pdf>
- 4. City of Los Angeles
  - a) Emergency Operations Plan  
<http://emergency.lacity.org/emergency-plans-and-annexes>

## **B. References**

1. Los Angeles Department of Public Health, "Adult Disability in Los Angeles County." LA Health. Sept. 2006.
2. Kailes, J. and Enders, A. in "Moving Beyond 'Special Needs' A Function-Based Framework for Emergency Management Planning," Journal of Disability Policy Studies, Vol. /No. 44/207, pp. 230-237.



## ATTACHMENT A: ACRONYMS

Acronym	Full Name
ADA	Americans With Disabilities Act
ARCC	Airport Response and Coordination Center
AREP	Agency Representative
Cal OES	California Governor's Office of Emergency Services
CAO	Chief Administrative Officer
CBRN	Chemical, Biological, Radiological, and Nuclear
CHP	California Highway Patrol
CNG	California National Guard
CPG	Comprehensive Preparedness Guide
DCO	Defense Coordinating Officer
DHS	Department of Homeland Security
DOC	Department Operations Center
DOD	United States Department of Defense
DRC	Disaster Recovery Center
DSCA	Defense Support of Civil Authorities
EMAC	Emergency Management Assistance Compact
EMD	Emergency Management Department
EMMA	California Emergency Management Mutual Aid
EOB	City of Los Angeles Emergency Operations Board
EOC	Emergency Operations Center
EOO	Emergency Operations Organization
EOP	Emergency Operations Plan
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FNSS	Functional Needs Support Services
ICP	Incident Command Post
ICS	Incident Command Structure
ICT	Information and Communication Technology
ITA	Information Technology Agency
JIC	Joint Information Center
JRIC	Joint Regional Intelligence Center
LADOT	Los Angeles Department of Transportation
LADWP	Los Angeles Department of Water and Power
LAFD	Los Angeles Fire Department
LAPD	Los Angeles Police Department
LASD	Los Angeles County Sheriff's Department

LAUSD	Los Angeles Unified School District
OA	Los Angeles Operational Area
LASPD	Los Angeles Unified School District Police Department
LAWA	Los Angeles World Airport
MADTD	LAPD Mass Arrest Detention and Transportation Detail
MFC	Metropolitan Fire Communications
MFF	Mobile Field Force
MMAA	California Disaster and Civil Defense Master Mutual Aid Agreement
MOA	Memorandum of Agreement
MOD	Maritime Operations Division
MOU	Memorandum of Understanding
NIMS	National Incident Management System
OEM	Los Angeles County Office of Emergency Management
PIO	Public Information Officer
POD	Patrol Operations Division
POLA	Port of Los Angeles
POLAPD	Port of Los Angeles Police Department
RACR	LAPD Real Time Analysis and Critical Response
REOC	Regional Emergency Operations Center
RTF	Response Task Force
SEMS	California Standardized Emergency Management System
SOP	Standard Operating Procedure
SSO	School Safety Officer
TPD	Tactical Planning Division
TSA	Transportation Security Administration
UCLAPD	University of California, Los Angeles Police Department
UOs	Unusual Occurrences
USC	University of Southern California
USC DPS	University of Southern California Department of Public Safety
USCG	United States Coast Guard