

City of Los Angeles

# EMERGENCY OPERATIONS PLAN



## OFF AIRPORT

## MAJOR AIRCRAFT RESPONSE

### Hazard Specific Annex

November 2018



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## **ANNEX DEVELOPMENT AND MAINTAINENCE**

This Annex is developed in support of the City of Los Angeles Emergency Operations Plan (EOP) to facilitate response to major aircraft emergencies that occur within the City limits at off-airport locations.

This Annex is developed in cooperation and with input from the City departments with primary response/support activities, as well as input from appropriate non-City agencies with identified direct activities related to off-airport major aircraft response emergencies.

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 (SOP), specifically for their department, to direct tactical operations. When developing SOPs, each department is to take into consideration how all of the activities identified in this document directly relate to their own department as well as how those activities interact with, support or require support from other departments identified within this document. Departments must ensure that their SOPs are inclusive of planning for people with disabilities and others with access and functional needs. If at any time, any department identifies a conflict in how their field response/support activities are performed in comparison to what is described in this Annex and/or identifies a conflict in how their SOP activities are described in comparison to what is described in this Annex, identifies a conflict between their listed activities 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 Revisions.

Every other year, a formal review of this Annex shall 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 shall lead such effort. Upon completion of such formal review, all corrections to the document shall be reflected within the Record of Revisions.

## APPROVAL AND IMPLEMENTATION

This document is a Hazard Specific Annex to the City EOP. It serves as either a stand-alone plan or companion document to an applicable Function Support Annex to the EOP. The Annex was 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 (EMC). When approved by the EMC, the committee presents the document to the Emergency Operations Board (EOB) with a recommendation for approval. Upon review and approval by the Emergency Operations Board, 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.

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.

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>.

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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
Nov-2018	Various	Biennial Plan Update	EMD and other Departments

## CITY EMERGENCY OPERATIONS PLAN/ANNEX CROSS REFERENCE

During the response to this identified hazard, 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 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 Annex, Debris Flow Annex, Civil Disturbance Annex, Terrorism Annex and CBRN Annexes (Chemical, Biological, Radiological, and Nuclear)**.
- 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 Standard Operating Procedures.

## BACKGROUND

The City of Los Angeles is home to two airports: Los Angeles International Airport (LAX) and Van Nuys Airport (VNY). LAX is the second busiest airport by passenger volume in the country and the fifth busiest airport by that measure in the world. In 2013, LAX served over 84.56 million passengers.<sup>2</sup> Van Nuys Airport serves approximately 320,000 passengers annually; most passengers fly on corporate, private and charter aircraft.<sup>3</sup> Additionally, the City is located within some of the busiest airspace in country. Ontario International, John Wayne, Bob Hope (formerly Burbank-Glendale-Pasadena), and Long Beach are all international airports located nearby, in addition to many smaller towered general aviation airports and several military airfields.

Due to the density of air traffic over Los Angeles, the City recognizes the possibility of major aircraft incidents occurring off-airport as a threat to the City. There are many different types of aircraft incidents that may occur and it is important to have a plan in place for these hazards. Depending on the type, location, and magnitude of the event, aircraft hazards can lead to loss of human life, animal life, damage to structures, loss of property and critical infrastructure, utility service disruptions, environmental damage, airport service disruptions, and impacts to roadways or other travel arteries.

Although this type of hazard is of a serious nature and can be catastrophic, incidents involving major aircraft (as opposed to smaller/minor craft) are rare. The following is a list of select incidents involving commercial aircraft that have occurred in the Los Angeles area since 1969.

- 1969: While approaching LAX, a Scandinavian Airlines DC-8 crashed into the ocean about eight miles from the airport. There were 15 fatalities; 30 people survived.<sup>4</sup>
- 1969: A United Airlines Boeing 727 crashed offshore near Marina del Rey; 37 fatalities.<sup>5</sup>
- 1971: A midair collision of a Hughes Airwest Douglas DC-9 with a United States Marine Corps McDonnell-Douglas F-4B Phantom II fighter jet caused both aircraft to crash into the mountains near Duarte, California. There were 49 fatalities aboard the commercial aircraft. There was one fatality aboard the fighter jet.<sup>6</sup>

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<sup>2</sup> "LAX History: *Just the Facts*"

<https://www.lawa.org/en/history/lax-history/just-the-facts>

<sup>3</sup> "Commercial Airplane Crashes in Southern California." Los Angeles Times, (<http://articles.latimes.com/2000/feb/01/news/mn-59947>).

<sup>4</sup> "Commercial Airplane Crashes in Southern California." Los Angeles Times, (<http://articles.latimes.com/2000/feb/01/news/mn-59947>).

<sup>5</sup> Ibid.

<sup>6</sup> "PLANE WRECKAGE IN SMALL PIECES; Airliner Disintegrates After Coast Crash Fatal to 49." Los Angeles Times, (<http://select.nytimes.com/gst/abstract.html?res=F70714F83D5A1A7493CAA9178DD85F458785F9>).



- 1975: A Cessna 150 collided with a Golden West Airlines Dehavilland Twin Otter midair over the City of Whittier in Los Angeles County. There were 14 fatalities.<sup>7</sup>
- 1986: An Aeromexico DC-9 and Piper Archer PA-28 collided near Cerritos, CA and crashed into a residential area. There were 67 fatalities aboard the aircraft and 15 fatalities on the ground. Many homes sustained significant damage or were destroyed.<sup>8</sup>

In order to prepare for events similar to those listed above, as well as any and all hazards, the City maintains an EOP along with EOP Hazard Specific Annexes, such as this Off-Airport Major Aircraft Response Annex. The annexes contain City department specific roles and responsibilities as they pertain to a significant incident or disaster.

The City's Hazard Specific Response Annexes are developed through a comprehensive planning process led by the Emergency Management Department (EMD) Planning Unit. All appropriate City departments that have a significant role and responsibility in response and recovery efforts actively participate in this process.

The operations described in this Annex are designed to be scalable. They can be used during incidents that effect parts of the City, all of the City, or incidents that go far beyond City borders. This Annex presents the City's response capabilities and responsibilities should an off-airport major aircraft incident occur. The management of collateral emergencies that result from such an incident would be handled similarly to any other event, whether it is an aircraft-related incident or not.

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

### **A. Purpose**

This Annex further details governmental responsibilities for the response to an off-airport major aircraft incident. This Annex can be used in conjunction with other plans designed for the protection of the population. It is applicable to all locations and to all agencies, organizations, and personnel with off-airport major aircraft response responsibilities. Organizations, operational concepts, responsibilities, and procedures, regarding off-airport response are defined within this Annex.

A major aircraft incident occurring off-airport in any jurisdiction could cause a great many casualties, extensive property damage, fires, and other serious consequences. These incidents could be worsened by fuel or other toxic chemical spillage, which would require a hazardous material response. The purpose of this Annex is to provide direction and guidance to the City in responding to significant incidents involving an off-airport major aircraft response that exceeds the scope of incidents ably managed at the field level.

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<sup>7</sup> "Commercial Airplane Crashes in Southern California." Los Angeles Times, (<http://articles.latimes.com/2000/feb/01/news/mn-59947>).

<sup>8</sup> Ibid.

The Annex has been developed to meet the following objectives:

- Provide a concept of operations and identify roles and responsibilities for each appropriate department within the City of Los Angeles.
- Define procedures necessary for the rapid notification of City departments and the public in the event of an off-airport emergency. 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, and other local governments' emergency response plans and operations.

## **B. Scope**

Effective incident management begins with a host of preparedness activities conducted well in advance of any potential event. 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 (EEO) 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 latest report from the U.S. Census Bureau in 2011, the City of Los Angeles' population was estimated to be 3,819,702 persons, a 0.7 percent

increase from 2010. The U.S. Census Bureau’s most recent report on population density in 2010 reported 8,092.3 persons per square mile. <sup>9</sup>

The term “people with disabilities” refers to a protected class; protected from discrimination as defined by federal civil rights laws such as ADA and other state civil rights protections that detail the right to equal participation to enjoy and use services. Civil rights definitions protect a broad group of people who meet specific criteria for participation in the class.

“People with disabilities and others with access and functional needs” is inclusive of broad and diverse groups of people who also directly benefit from physical, communication, and program access. This includes people who may or may not meet the definitions of civil rights laws or some of the 60 plus diverse definitions of disability.

By accommodating the needs of “people with disabilities and others with access and functional needs” a much larger portion, estimated to be up to 50% of the City’s population benefits (people of all ages with vision and hearing loss, physical disabilities, mental health disabilities, developmental, intellectual and other cognitive disabilities, behavioral health issues, people with learning, understanding, remembering, reading, and speech and mobility limitations, and people from diverse cultures; who have limited English proficiency or are non-English speaking; and who are transportation disadvantaged.<sup>10</sup>)

## 2. Vulnerabilities

The City of Los Angeles has multiple, accessible, redundant warning and notification systems that it will utilize to reach the public for warnings, notification, and support. Factors to consider are the type of disaster, the population density, 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 continues to develop, update and/or maintain memorandum of understandings (MOUs), memorandums of agreement (MOAs), and contract amendments with private vendors to increase response capability and available resources.

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<sup>9</sup> “Los Angeles (City) State & County QuickFacts.” United States Census Bureau, ([Quickfacts.census.gov/qfd/states/06/0644000.html](http://Quickfacts.census.gov/qfd/states/06/0644000.html)).

<sup>10</sup> 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.

Due to the population density and terrain of the City of Los Angeles, the City recognizes that, despite a good faith effort, it may not have the capabilities or resources to reach every individual in terms of public warnings, notification and/or support.

#### **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 an off-airport major aircraft response 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. 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 an event. EOC activation will be determined based on the scope and scale of the event.
- Electronic communications utilizing information technology systems will be compliant with Section 508 of the Rehabilitation Act.
- All printed public education material produced to support this Annex for distribution to the general public shall be available in accessible formats.
- Residential, commercial and institutional structures could be damaged if the aircraft emergency occurs in a residential area; requiring a large Urban Search & Rescue/Heavy Rescue mobilization.
- Residents could be displaced; requiring shelter needs and social services. 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 and sewer services could be compromised. Re-establishment of these vital resources will be critical.
- Transportation infrastructure could be damaged and in limited operation. Vital vehicle and rail corridors could be damaged and impassible. Re-establishment of transportation infrastructure will be critical.
- Communications infrastructure could be damaged; causing disruption in land-line telephone, cellular telephone, radio, microwave, computer and other

communication services. Re-establishment of communications infrastructure will be critical.

- The Southern California area is located under extensive, complex and pre-defined flight paths for the purposes of regional air traffic control. Although air traffic safety has improved over the years, the complexity of air traffic control over the Southern California is subject to severe weather conditions such as high winds, rain storms and low visibility due to fog. Technical vulnerabilities include aircraft systems failures, computer systems failures and loss of aircraft radar signals.
- Incidents with minor aircraft occur annually in Southern California. Major aircraft incidents, although infrequent, have a high impact in terms of casualties, property damage and response and recovery capabilities. The potential for a catastrophic event exists and each occurrence could potentially bring disastrous consequences, which warrant this annex.
- In this type of incident, lives onboard the aircraft and lives on the ground may be at risk.
- With California's technologically interdependent society, infrastructure and lifelines are vulnerable. If an aircraft incident were to affect or disable one of these systems, in whole or in part, the interconnectivity and interdependence is such that the damage could adversely affect service in other areas.
- An off-airport major aircraft response could potentially include thousands of gallons of jet fuel, which could be in the streets and inside structures. Aircraft fuselages and interiors consist of high quality aviation metals, plastics and other materials which can produce toxic gases/products when burned, which may permeate an area.
- The location of the off-airport incident will affect the type of and jurisdiction that provides response. An incident in close proximity to an airport will be handled differently than an incident further away from an airport (please see the Los Angeles Fire Department part of the Organization and Assignment of Responsibilities section).
- This document applies only to incidents that occur at off-airport sites. Any response to an incident that occurs at an airport will follow Los Angeles World Airports (LAWA), Federal Aviation Administration (FAA) and other responding agencies procedures.

## II. CONCEPT OF OPERATIONS

### A. Terminology

**Index:** A term that refers to the amount of fire equipment an airport must have at the airport and ready for deployment at any given time to comply with Federal Aviation Administration (FAA) Federal Aviation Regulations (FAR) Part 139. If an airport fails to maintain index, it is no longer compliant with FAA regulations. This may result in changes in the number and types of aircraft that can legally operate at the airport.

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

### B. Fire Suppression

The Los Angeles Fire Department (LAFD) is the primary agency tasked with fire suppression, control, and containment. The minimum deployment of resources for an incident involving a large aircraft on-airport includes the following: 5 Engines, 2 Light Forces, 2 Foam Tenders, Hazardous Material Squad, Hazardous Material Task Force, Urban Search and Rescue Taskforce, 2 Battalion Chiefs, 3 Paramedic Rescue Ambulances, 2 Paramedic Assessment Engines and 2 Emergency Medical Services Captains. Incidents involving smaller aircraft require a different set of resources that will be dispatched accordingly at the discretion of LAFD (see LAFD organization and assignment of responsibility section).

Resources dispatched to an off-airport incident will be at the discretion of the local LAFD commander.

LAFD may be assisted by Aircraft Rescue and Firefighting (ARFF) resources from LAX airport. The decision to deploy such resources to an off-airport event will be at the discretion of the ARFF commander. The requirement to maintain index, as required by Federal Aviation Regulations (FAR) Part 139, may restrict such response.

Initial response will be focused on the preservation of life. The objective at all times will be to move the fire away from passengers and affected ground spaces and the area in which rescue or evacuation operations are in progress. Firefighting efforts will also be concentrated on establishing and maintaining a means of egress or safe area so that escape or removal to a safe location can be accomplished. It is important to note that this type of incident may require special response to hazardous materials issues stemming from aircraft fuel and/or materials. After preservation of life, firefighting operations will secondarily prioritize preservation of property.

### C. Hazardous Materials Response

An off-airport major aircraft response will include the possibility of highly flammable toxic jet fuel in the streets and/or inside structures. Toxic gases/products may permeate the surrounding area. LAFD will lead response involving hazardous materials. Officers

from Hazardous Materials Task Forces shall be designated as Hazardous Materials Group Supervisors and will apprise incident commanders of the need for additional resources from the Los Angeles Operational Area (OA) or the Region, if necessary.

LAFD will determine whether it is necessary to establish a perimeter or evacuate an area to ensure the safety of responders and the public. If a perimeter and/or evacuations are necessary, LAFD will notify the Los Angeles Police Department (LAPD) and that department will assume those responsibilities.

#### **D. Search and Rescue**

In the event of off-airport incident involving a major aircraft, search and rescue operations will be critical to the preservation of life. LAFD will be the lead agency in search and rescue operations with numerous other departments and agencies playing supporting roles. LAFD field commanders will consider dedicating initial response solely to the rescue of survivors onboard the aircraft and on the ground. LAFD will organize search and rescue operations by developing a map of areas to be searched, establishing grids, defining responsibilities, and searching each sub-area. LAFD will record locations where fatalities and/or partial human remains are found and shall not remove such bodies or partial remains prior to the arrival of the coroner, unless absolutely necessary. Other City departments, outside agencies, Non-Governmental Organizations (NGOs), and private sector entities may be requested to provide support to this operation if needed.

#### **E. Mass Casualty Operations**

As the lead agency, LAFD will assess the extent of need for emergency medical services (EMS). LAFD will consider the availability of rescue ambulances, treatment facilities, and activation of the Medical Alert Center (MAC). LAFD Rescues make contact via cell phone or through the Base Station with the MAC. LAFD will also assign one or more of its EMS personnel to the MAC to liaison.

LAFD field commanders will consider supervision and staffing for triage and treatment operations, Disaster Medical Assistance Teams (DMAT), casualty collection points, and alternate methods of treatment and transportation, i.e., air resources, buses, and private ambulances.

#### **F. Mass Fatality Operations**

LAFD will notify the LAPD and the Los Angeles County Department of the Coroner of fatalities. Working with those entities, LAFD may assist in establishment of a temporary morgue, if necessary and as time and resources permit.

It is the duty of the Department of Coroner to determine the circumstances, manner and cause of all violent, sudden, or unusual deaths. The Los Angeles County Department of Coroner is the lead agency on fatality management during a disaster.

**G. Evacuation, Security, and Perimeter Control**

Following a significant off-airport incident, the safety and security of the people aboard the aircraft and on the ground will be paramount. Under the direction of the LAFD, LAPD will assure the safety and security of the public by establishing perimeters, providing security, and evacuating areas as needed. LAFD will determine whether evacuation of the immediate area is necessary. Evacuations will be conducted in accordance with the Evacuation Annex and Early Warning and Notification Annex. Other City departments, outside agencies, NGOs, and private sector entities may be requested to provide support to this operation if needed. Once an area is evacuated it is susceptible to looting. Additionally, the area must be preserved for National Transportation Safety Board (NTSB) and criminal investigations. Therefore, preservation of the crash site is paramount. For these reasons a security perimeter must be established and controlled around the event. LAFD will determine where the perimeter shall be established. LAPD will supply law enforcement officers to secure the perimeter. The perimeter shall be maintained until the area is released from investigation, deemed safe, and able to be repopulated.

**H. Traffic Safety**

The immediate area surrounding an off-airport incident involving a major aircraft is extremely dangerous. The Los Angeles Department of Transportation (LADOT) will manage traffic and alternate travel routes around the incident area and/or perimeter.

**I. Airport Operations Liaison**

In the event of an off-airport aircraft incident, LAWA will activate its Department Operations Center (DOC) to address the family assistance support needs related to the passengers on board and to facilitate coordination between the affected airline, LAWA Airport Operations, LAX Airport Police, the National Safety Transportation Board (NTSB), and other agencies involved in the response and recovery efforts. Friends and family either present at the destination airport awaiting arrival of the affected flight or those coming to the area once the incident has occurred will be coming through LAX and will be cared for in close coordination with the affected airline as outlined in the LAWA Family Assistance Support plan. Additionally, LAWA will dispatch a LAWA Emergency Management or Airport Operations Liaison to the City's EOC to provide technical specialist support and act as liaison between the City and LAWA. A liaison may also be sent to the Incident Command Post (ICP), on request. Both liaison positions will serve to maintain situational awareness (SA) and a common operating picture (COP) between LAWA and the City (LAWA also communicates with the airline involved, the NTSB and any relevant federal agencies).



**J. NTSB and/or Criminal Investigation**

LAFD, with the assistance of LAPD, will make every effort to preserve the scene of the incident for future investigation by NTSB and any other responsible federal agency. This will include attempts to preserve original locations of fatalities and partial human remains in addition to maintenance of the general environment, where preservation of life and property will allow. The LAWA Liaison may advise on specific procedures.

### III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

#### A. CITY OF LOS ANGELES

Airports, Los Angeles World (LAWA)

LAWA Responds to the incident site in Primarily in a Liaison Role however, most of the family assistance activities as it pertains to the passengers will be coordinated through LAWA and the affected airlines as per the Aviation Disaster Family Assistance Act of 1996 and the Federal Family Assistance Plan for Aviation Disasters (December 2008).

In the event of an off-airport aircraft incident, LAWA will activate its Department Operations Center (DOC) to address the family assistance support needs and to facilitate coordination between the affected airline, LAWA Airport Operations, LAX Airport Police, the National Safety Transportation Board (NTSB), and other agencies involved in the response and recovery efforts. Friends and family either present at the destination airport awaiting arrival of the affected flight or those coming to the area once the incident has occurred will be coming through LAX and will be cared for in close coordination with the affected airline as outlined in the LAWA Family Assistance Support plan. Additionally, LAWA will dispatch a LAWA Emergency Management or Airport Operations Liaison to the City's EOC to provide technical specialist support and act as liaison between the City and LAWA. A liaison may also be sent to the Incident Command Post (ICP), on request. Both liaison positions will serve to maintain situational awareness (SA) and a common operating picture (COP) between LAWA and the City (LAWA also communicates with the airline involved, the NTSB and any relevant federal agencies).

In the event of an off-airport major aircraft incident, LAWA Airport Operations will serve as the Airport Operations Liaison at the City EOC. *This liaison role comprises LAWA's primary function in this type of incident.* If requested, LAWA will also serve as the Airport Operations Liaison to the Incident Commander at the ICP. The duties of the Airport Operations Liaison will be the facilitation of Federal agency notifications and confirmation of their response functions. LAWA will also facilitate airline cooperation with the City when requested. LAWA Public Relations will support the development of public information and media coordination as requested by other department Public Information Officers (PIO).

#### a) Reconnaissance and Information Gathering

##### i. Fact Gathering

- Coordinate with the Federal Agencies that respond, including the following, as appropriate:
  - NTSB
  - FAA
  - FBI
  - CBP – in the event an international flight is involved

- State Department – in the event foreign dignitaries are involved
    - Other federal agencies that respond according to their functions and responsibilities as well as the cause of the incident.
    - Provide updates to the City EOC and ICP.
  - ii. Information Sharing
    - Notification
      - If LAWA becomes aware of an off-airport major aircraft incident LAWA will notify LAFD and contact the EMD Duty Officer. Notification may come through LAX Air Traffic Control (ATC) and media resources or event notification systems at the Airport Response and Coordination Center (ARCC).
    - Develop SA information at the ARCC.
    - Provide liaison information related to federal agencies, the affected airline and the affected airport.
- b) Incident Stabilization
- i. Incident Response
    - Activate the DOC, including the Passenger Accountability Group.
    - Respond as the Emergency Management/ Airport Operations Liaison to the EOC.
    - Provide public information when needed.
    - If requested, respond as the Airport Operations Liaison to the ICP.
    - Coordinate with the affected airline and activate the Family Assistance Support Plan.
  - ii. Ongoing Information Gathering, Assessment and Sharing
    - Continue developing SA information at the ARCC DOC, if activated.
    - Continue to gather information as stated above.
  - iii. Assess Transition to Recovery/Demobilization
    - Assess the level of response by other city departments, federal agencies, the affected airline, and the affected airport if appropriate.
- c) Initial Recovery
- i. Initial Recovery Operations
    - Assess the need for the recovery of Department resources.
    - Family Assistance Center (FAC)
      - For Legislated Incidents, the NTSB requires all airlines to be responsible for all aspects of the FAC in a Legislative Incident. LAWA will support the activation of an interim FAC along with the affected airline.
      - In a non-Legislated Incident, it will be the responsibility of the jurisdiction in which the event occurs to establish a FAC.
  - ii. Ongoing Information Gathering, Assessment and Sharing

- Continue developing SA information at the ARCC.
- Continue reconnaissance and Information gathering actions as indicated above.
- iii. Demobilization of Department/Agency Resources
  - Continue assessment of external agencies.
- d) Department Command and Control
  - i. Command and Control for LAWA is established through the 24/7 operations of the ARCC.
  - ii. Command and Control of the incident response and recovery will be coordinated through the DOC, the ARCC remains focused on maintaining airport operations.
- e) Documentation
  - i. Record Keeping
    - Follow NIMS/ICS documentation protocols.
    - Follow Department protocols for internal documentation.
  - ii. Time Keeping
    - Establish a cost center code for entry in to timesheets.
  - iii. Financial Reporting
    - LAWA personnel will follow internal financial reporting policies, SOPs and guidelines established by LAWA Financial Management.

#### Emergency Management Department (EMD)

- a) Reconnaissance and Information Gathering
  - i. Fact Gathering
    - EMD Duty Officer and Duty Team will obtain information from department sources.
    - Direct staff in collecting and consolidating ongoing reconnaissance information from field units, the ICP and other available information sources.
    - If the situation warrants, EMD will send a representative to the Incident Command Post.
  - ii. Assessment
    - 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
    - EMD will facilitate information sharing between departments. This is typically done via conference call initiated by the Duty Officer/Team.
- b) Incident Stabilization
  - i. Incident Response

- The EMD Duty Officer and Duty Team coordinate and execute the processes to activate the City Emergency Operations Center (EOC), if necessary, in accordance with EMD standard operating procedures.
  - If the situation warrants, EMD will send a representative to the Incident Command Post.
  - If the EOC is activated, relevant stakeholders, including the Mayor, Emergency Operations Board (EOB) members, and the Los Angeles County Office of Emergency Management will be notified of activation of the City EOC and level of activation.
  - The EOC shall support the incident by obtaining resources requested by the Incident Commander.
- ii. Ongoing Information Gathering/Assessment/Sharing
- The EMD Duty Officer will communicate with the County Office of Emergency Management Duty Officer to share information about the incident.
  - Monitor, record, evaluate and assess information obtained by LAFD and LAPD during initial size up to anticipate future emergency management needs of the departments.
- iii. Assess Transition to Recovery/Demobilization
- Develop incident objectives related to the recovery phase of the incident.
- c) Initial Recovery
- i. Initial Recovery Operations
- Evaluate long-term recovery needs, and facilitate resource coordination between stakeholders.
- ii. Ongoing Information Gathering/Assessment/Sharing
- Continuously improve situational awareness by evaluating and disseminating information from field operations and relevant stakeholders.
  - The Communications Division and Joint Information Center (JIC) will ensure that the City has a unified voice during a crisis.
- iii. Demobilization of Department Resources
- EMD management staff will evaluate its ability to demobilize resources and personnel, determine intervals or timelines for demobilization of resources and personnel and communicate plans to relevant Departments.
  - Determine a plan and time period in which assets will be relinquished and restoration to normal activity will occur. Reductions of resources may coincide with restoration of public services and lifting of temporary safety restrictions.

- d) Department Command and Control
  - The EMD Duty Officer will be in charge of the EMD Duty Team and other department resources.
  - The EMD Duty Officer will take direction from the EMD General Manager and/or Assistant General Manager.
  - In the event that the EOC is activated, EMD personnel will be folded into the EOC organization and assume various EOC roles and responsibilities as assigned.
- e) Documentation
  - i. Record Keeping
    - All situational awareness notifications and bulletins released by EMD are saved in a uniquely named event folder located in the Department R: Drive.
    - Whenever the EOC is activated, or EMD personnel are assigned to a command post, all EMD employees are required to complete a 214 form.
  - ii. Time Keeping
    - The 214 form memorializes the number of hours EMD personnel spent on a particular incident.
    - In the case of an EOC activation, the 214 form are collected by the Finance/Admin Section 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.

Fire Department, Los Angeles (LAFD)

- a) Reconnaissance and Information Gathering
  - i. Fact Gathering
    - Respond to ICP location with the Command Vehicle.
    - Staff Planning Section positions within the Incident Command Post (ICP) structure.
    - Develop initial ICS 201 form and work with other Unified Command agencies to begin development of Incident Action Plan for next operational period.
    - Capture and collect historical data and information for after action reporting and documentation.
  - ii. Assessment
    - Information will be transmitted through channels to the proper command level for compilation, evaluation and action.

- Initial information reports will originate from field resources to Battalion Commanders as a result of the preliminary assessment in the immediate area by radio/status check.
- Subsequent information reports will require in-depth reconnaissance of each geographic area of responsibility, from the ground and air.
- Battalion Commanders shall, as necessary, initiate reconnaissance patrols to develop situational awareness. Helicopters, vehicles, foot patrols, and social media systems can be utilized as available and as existing conditions permit. This may be the only source of reporting fires, structural damage or rescue/medical needs.
- Reconnaissance shall be conducted along the pre-established map route of "special considerations" within each company district. This may vary due to time of day or existing conditions.

### iii. Information Sharing

- SA and a COP are critical components to information sharing, which will be accomplished through:
  - Agency-to-Agency Initial Response briefings
  - Development of an ICS 201 form
  - Establishment of an ICS Planning section as a central depository for situation status and resource status.
  - The development of an Incident Action Plan (IAP) for each Operational Period.
  - Communications to Metro Fire Communications Dispatch (MFD), the LAFD Department Operations Center (DOC) and the City EOC.
  - The utilization of the LAFD Public Information Officer (PIO).

### iv. Information shall be forwarded concerning the following situations:

- Fires: Crash site and secondary, evacuation needs, exposure potential, product involvement.
- Structural Damage: Buildings, evacuation needs, etc.
- Physical Rescue: Problem evaluation, technical assistance required.
- Hazardous Materials: Life threatening potential and incidents, products, evacuation needs.
- Access Routes: Impassable streets, essential routes that need to be readily cleared, safe and accessible.
- Utilities: Crash site, disruption of power, outages, gas leaks.

## b) Incident Stabilization

### i. Incident Response

- Fire Fighting
  - Field commanders shall consider the following:
    - Initial response dedicated solely to the rescue of and assistance of survivors of the air crash and the survivor on the ground.
    - The objective at all times must be to move the fire away from

passenger and affected ground spaces and the area in which rescue or evacuation operations are in progress. Firefighting efforts should be concentrated on establishing and maintaining a means of egress or safe area so that escape or removal to a safe location can be accomplished.

- Use of one or a combination of structure firefighting or brush firefighting and hazardous material tactics.
  - In an off-airport major aircraft response, security and perimeter control are required for NTSB and criminal investigations. Preservation of the crash site is paramount. Personnel from LAPD or other law enforcement agencies will normally be utilized for security or perimeter control.
  - Consider police assistance to provide crowd control, prevention of looting, building and area evacuation, traffic control, etc.
  - Disrupted utility services within buildings may cause fires and present life hazards to firefighting personnel from gas explosions, electrical shock, etc. Shutting off gas and electrical services to structures within the crash site area should eliminate the source of secondary fires. If residents in the crash site area do not need to be evacuated and will remain in their homes individuals who depend on electricity for critical life sustaining support will need to be notified of electrical service turn-off. LAFD will utilize the LADWP Life Safety "List" to identify those citizens who will need to be notified.
- Search and Rescue
- The rescue of trapped or injured persons may be time consuming and meticulous, requiring organization, close supervision, technical expertise, coordination of heavy equipment and considerable personnel working with hand tools and specialized equipment. Field commanders shall consider the following:
- When organizing search and rescue operations within the aircraft, complex structures or geographic areas, develop a map of area to be searched, establish grids, define responsibilities, and search sub area by sub area.
  - Shut off all utilities for safety. If residents in the crash site area do not need to be evacuated and will remain in their homes individuals who depend on electricity for critical life sustaining support will need to be notified of electrical service turn-off. LAFD will utilize the LADWP Life Safety "List" to identify those citizens who will need to be notified.
  - Locate trapped survivors. Implement standardized search and rescue operations and request specialized Urban Search & Rescue



resources for complex operations.

- Record locations where fatalities are found. Remains shall not be moved prior to arrival of the coroner, unless absolutely necessary. NTSB and criminal investigations are also to be considered before the removal of remains.
- Request necessary light and heavy rescue equipment, lighting, and personnel. A list of special equipment available from other agencies is located at Metro Fire Dispatch.
- Helicopters may be utilized for transporting specialized personnel and equipment.
- Multiple Casualty Incidents
  - Field commanders shall consider the following to facilitate effective management of multiple casualty incidents:
    - Availability of rescue ambulances for the emergency.
    - Activation of the HEAR system and MAC.
    - Assign EMS personnel to the MAC for liaison.
    - Supervision and staffing for triage and treatment operations, DMAT, casualty collection points, and alternate methods of treatment and transportation, i.e., air resources, buses, and private ambulances.
    - Availability of medical treatment facilities.
  - Mass Fatalities Incidents
    - Assist LAPD in ensuring air crash scene is secured and that bodies are not moved.
    - Notifying LAPD and the Los Angeles County Department of the Coroner of fatalities and working with those entities to establish a temporary morgue, if necessary and as time and resources permit.
- Helicopter Operations
  - The EOPS Deputy Chief shall, as necessary, make provisions for activating all available helicopters.
  - Fire Department Helicopters shall be requested through the Division Commander.
  - The Special Operations Bureau Deputy Chief shall have overall control of helicopter operations and the establishment of use priorities.
  - A Chief Officer shall be assigned by the Deputy Department Commander to function as the Air Support Group leader.
  - A Chief Officer shall be assigned in one of the helicopters as the Air Reconnaissance officer and shall communicate with geographical Incident Commanders on the ground as needed.
  - Field Commanders shall consider the following helicopter functions in meeting their responsibilities:
    - Utilizing a Helicopter Command (Helco) for direction of air operations.

- Transportation of work teams, medical personnel, medical supplies, patients etc.
- Patrol for fire reporting and perimeter observation of fire areas.
- Specialized Air Operations, i.e., hoist, rescue, air ambulance etc.
- Hazardous Materials Incidents
  - An off-airport major aircraft response will include the possibility of highly flammable toxic jet fuel in the streets and/or inside structures.
  - The aircraft fuselage and interior consists of high quality aviation metals, plastics and other materials which produce toxic gases/products that may permeate the surrounding area.
  - Incident commanders shall also consider the following in addressing hazardous materials incidents:
    - Search and Rescue if possible
    - Providing for personnel and public safety
    - Establishment of a perimeter
    - Denying the public or response personnel entry to the affected area
    - Identifying the hazardous product(s)
    - Isolating the hazardous product(s)
    - Containing the hazardous product(s)
    - Identifying and/or notifying the agency responsible for long term hazardous material recovery operations
    - Evacuating the public (Will notify LAPD if evacuation is necessary.)
    - Hazardous Materials Squad Companies for monitoring, technical expertise, and control information.
  - Officers from Hazardous Materials Task Forces shall be designated as Hazardous Materials Group Supervisors and will apprise incident commanders of the need for additional resources from the OA or the Region.
- ii. Ongoing Information Gathering, Assessment and Sharing
  - Respond to ICP location with Command Vehicle
  - Staff Planning Section positions within the ICP ICS structure.
  - Develop initial ICS 201 form and work with other Unified Command agencies to begin development of IAP for next operational period.
  - Capture and collect historical data and information for after action reporting and documentation.
- iii. Assess Transition to Recovery/Demobilization
  - The Incident Commander will direct the Planning Section to assess situation status and resource status to determine the transition to Recovery/Demobilization.

- The Planning section will develop incident objectives related to Recovery/demobilization as situational status and resource status indicate the transition to incident stabilization.
- c) Initial Recovery
- i. Initial Recovery Operations
    - Determine priorities with regards to recovery operations.
    - Consider transfer of control of the incident to the NTSB, Federal Bureau of Investigation (FBI), and/or other investigative agencies as necessary.
    - Continue to provide and manage any needed supplies or equipment.
    - Ensure sufficient resources are on scene to accomplish Department priorities and tasks set forth in action plan.
  - ii. Ongoing Information Gathering, Assessment and Sharing
    - Ensure field reports follow established protocols and are given to the appropriate individuals and Departments.
    - Continuously improve SA by assessing the available information from both field units and the EOC.
    - Update the EOC on Department responses and activities.
    - Gather, update, improve, and manage information with a standard systematic approach.
  - iii. Demobilization of Department/Agency Resources
    - Using information from the ICP, DOC, and EOC, determine the ability to demobilize resources and personnel.
    - Establish plans for demobilizing resources and personnel.
- d) Department Command and Control
- Fire Chief will establish overall policies and coordinate with the City EOB when activated.
  - Deputy Department Commander will assess the overall needs of the Department, and deploy resources based on that determination.
  - Division Commanders will coordinate activities within their commands and provide the necessary direction and control to ensure effective deployment and optimum utilization of available resources. They will reassign Battalion Commanders and resources to meet specific needs within that Division and may coordinate resource allocations with other Divisions.
  - Battalion Commanders will, as necessary, establish command post/staging areas to provide a location for Battalion coordination and control of all emergency operations within that geographic area of command. Incoming incident notification, dispatching, information and reconnaissance, interdepartmental/interagency coordination, etc., will be managed from this location.
  - EMS Battalion Captains shall report to as directed for command assignments by their Battalion Commander.

- All commanders shall establish realistic plans and priorities based upon an objective appraisal of the known situation.
  - All commanders shall establish strategy and tactics used to accomplish objectives which will vary according to existing conditions.
  - In the event that individual commanders are unable to receive direction or assistance, their activities shall be guided by initiative and judgment to accomplish the overall objective.
  - All commanders shall establish operational priorities based on problem assessment and availability of resources, considering that the overall objective during a major off-airport incident is to accomplish the following overarching priorities:
    - #1 Life Safety
    - #2 Incident Stabilization
    - #3 Preservation of Property
  - Recall of Off Duty Personnel
    - Recall, if initiated, will normally be conducted as outlined in Vol. 1, 2/7, of the LAFD Manual of Operation.
    - In the event of widespread telephone disruption or other notification difficulties, recall instructions may be broadcast over local radio and television stations. During a declared disaster, the Emergency Broadcast System will be utilized for the City of Los Angeles.
    - Off-duty members will attempt to remain available for recall.
- e) Documentation
- i. Record Keeping
    - All units will maintain an ICS-214 Form (Unit Activity Log).
    - Units may be required to complete an ICS-221 Form (Demobilization Checkout).
    - Personnel may be required to complete an ICS-225 Form (Incident Personnel Performance Rating).
    - Units may be required to complete a Cal OES F-42 Form (Emergency Activation Record).
    - All personnel will maintain an F-101 Form (Emergency Time Report).
  - ii. Time Keeping
    - The Fire Department will make every effort to submit the appropriate timekeeping paperwork by the next working shift through channels to Management Services Section.
    - All personnel will maintain an F-101 Form (Emergency Time Report).
  - iii. Financial Reporting
    - LAFD personnel will comply with the financial reporting policies, SOPs and guidelines established by the LAFD Administrative Service Bureau, Financial Services Division.

Police Department, Los Angeles (LAPD)

a) Reconnaissance and Information Gathering

i. Fact Gathering

- Determine the size of the incident, and the potential scope of impacted area. Use this assessment to determine field resources and perimeter control.

ii. Assessment

- Assess the potential need of personnel to respond to the incident.

iii. Information Sharing

- Provide the DOC with a personnel status report, damage assessment of key installations as well as a general damage assessment of the Area.
- Establish communications between field officers and Incident Command to report damages.
- Provide information to the DOC or EOC as appropriate as it is received from field personnel.

b) Incident Stabilization

i. Incident Response

- Select and establish an ICP and staging location(s).
- Determine the ingress/egress routes for emergency vehicles and evacuation routes.
- If evacuations are necessary, refer to the City Evacuation Annex.
- If necessary, establish a perimeter around the affected areas and structures.
- If necessary, establish crowd control and use appropriate crowd management techniques.
- Provide security for sheltering, temporary distribution centers, and other emergency facilities as appropriate.
- Is responsible for scene security and chain of evidence protocol.

ii. Ongoing Information Gathering, Assessment and Sharing

- Officers shall fulfill their primary functions of observing, estimating, and communicating the overall situation estimate, allowing the DOC to prioritize resources and coordinate a citywide response.

iii. Assess Transition to Recovery/Demobilization

- Assess the potential need for ongoing perimeter control and roadway closures.
- As control is established in the involved area, the Department resources assigned to incidents may be reduced; however, there remains an obligation to assist and support other City Departments and agencies working in the area in whatever law enforcement role that is necessary.
- Once the initial incident has stabilized, attention should be directed toward restoring public services.

- c) Initial Recovery
  - i. Initial Recovery Operation
    - Oversee residential re-entry to the affected area by assisting in the removal of barricades and reopening roadways when the situation has been deemed safe.
    - Oversee any ongoing security concerns.
  - ii. Ongoing Information Gathering, Assessment and Sharing
    - Determine the gaps in response activities related to departmental roles and responsibilities.
    - Assess latent impact of the weather on operations and recovery.
  - iii. Demobilization of Department/Agency Resources
    - Deployment reduction should coincide with the removal of temporary regulations and the restoration of public services.
    - Care should be exercised in the withdrawal of law enforcement resources to ensure involved areas are protected.
    - Some emergencies present special problems because of a greater potential for looting; therefore, interior patrols should be maintained even after community members are allowed limited access into closed areas.
- d) Department Command and Control
  - Identify and prioritize critical functions.
  - The role of the Chief of Police during a major Unusual Occurrence is to ensure the Department's response is adequate and complies with all laws. The Chief of Police will chair the City EOB. The Chief of Police along with other board members will establish policy for citywide operations as they relate to the management of the Unusual Occurrence.
- e) Documentation
  - i. Record Keeping
    - Under the supervision of the Planning Section Chief, the Documentation Unit Leader is responsible for the maintenance of accurate, up-to-date incident files. Examples of incident documentation include: The IAP, incident reports, communication logs, injury claims, situation status reports, etc. Thorough documentation is critical to post-incident analysis. Some of these documents may originate in other sections. This unit shall ensure each section is maintaining and providing appropriate documents. Incident files will be stored for legal, analytical, and historical purposes.
    - All incident messages affecting or reporting a change in the tactical situation or the Department participation in Off-Airport Event, shall be recorded on either an ICS Form 213, General Message Form, or in the incident's chronological log.

- Each Incident Command Post and the DOC shall maintain a Situation Status chronological log. The log shall be a summary of all significant information relative to the off-airport event.
- ii. Time Keeping
- Under the supervision of the Planning Section Chief, the Resource Unit Leader is responsible for maintaining the status of all resources (primary and support) at an incident. This is achieved by overseeing the check-in of all resources, maintaining a status-keeping system indicating status of all resources, and maintenance of a master list of all resources.
  - The Resource Unit Leader oversees the recording of time for all Personnel/Equipment assigned to an incident. Personnel fill out Activity Log ICS Form 214 during check-in and overtime slips, when needed, during demobilization to account for their time.
  - Per the Los Angeles Police Department Manual and the MOU, time keeping is documented via the Deployment Planning System (DPS).
- iii. Financial Reporting
- The Finance/ Administration Section is responsible for collecting all cost data, performing cost effectiveness analyses, and providing cost estimates and cost saving recommendations for the incident.

Transportation, Los Angeles Department of (LADOT)

a) Reconnaissance and Information Gathering

i. Fact Gathering

- Windshield surveys conducted by staff in the field within the first hour. Information will be reported to the LADOT Communications Center.
- LADOT will liaison with Caltrans to gather information on status of freeways in affected areas.

ii. Assessment

- Assess the demands for and safety of all staff.
- Conduct LADOT roll call for employee accountability and initiate emergency notification system when necessary.
- Determine the scope of the incident and the impact on the Department's functions and facilities.

iii. Information Sharing

- Should the City EOC be activated, provide LADOT representative(s) to the City EOC, Operations Section, and Transportation Branch.
- LADOT Communications Center will relay the information to the Department Operations Center (DOC) and/or the EOC, if activated.
- Information will be reported from the EOC representative (if the EOC is activated) to the DOC.

- Communicate to other Departments, stakeholders, and the public any road closures or route alternates (all information will go through the EMD JIC, if activated).
- b) Incident Stabilization
- i. Incident Response
    - Mobilize personnel and material resources to fulfill the emergency mission of LADOT.
    - Activate the DOC and/or ensure City EOC responders are activated, when required.
    - Provide assistance to LAPD, LAFD, LAWA, or other departments or agencies, as needed.
    - Coordinate with other agencies supplying common carrier services, including accessible transportation.
  - ii. Ongoing Information Gathering/Assessment/Sharing
    - Ensure communication is established with essential facilities, field employees, and the City's EOC.
  - iii. Assess Transition to Recovery/Demobilization
    - Ensure immediate response operations are still needed.
    - Assess the viability of transitioning to a recovery phase.
    - Assess latent impact on operations and recovery.
- c) Initial Recovery
- i. Initial Recovery Operations
    - Install and maintain traffic control devices.
    - Develop and maintain emergency travel routes.
  - ii. Ongoing Information Gathering/Assessment/Sharing
    - Maintain communications to provide regular informational briefings with the City EOC.
  - iii. Demobilization of Department/Agency Resources
    - LADOT DOC will coordinate with the City's EOC, LAPD, and LAFD and shall begin releasing resources as appropriate.
- d) Department Command and Control
- The General Manager of the LADOT has the ultimate responsibility for Command and Control.
  - The LADOT has established a succession plan in the event the General Manager is not available.
  - The emergency organization of the LADOT conforms to the requirements of the Standardized Emergency Management System (SEMS) and the ICS. During all DOC activations, the ICS organization shall be utilized at all times.
- e) Documentation
- i. Record Keeping



- Priority and emphasis must be placed on documentation at all stages of the emergency, but especially during an extended period of recovery. All expenses beyond normal maintenance must be documented for possible reimbursement.
  - Accounting should create a Work Order number that is specifically dedicated to the incident.
- ii. Time Keeping
- DOT records staff hours through the “D-Time” System. All time keeping is processed through the online D-Time System and is reviewed and approved bi-monthly by division supervisors. Time designated to a specific incident is delineated by applying the hours worked to a work order (project number) for the specific incident and entered into the D-Time System. All hours associated with that work order number are then calculated and summary of work hours is completed.
- iii. Financial Reporting
- The Emergency Management Coordinator and Accounting, Contracts and Purchasing will have to work closely to ensure cost recovery.
  - All costs associated with the incident are submitted to the City Administrative Officer (CAO) for inclusion in the Public Assistance Program (if that program is available for the incident in question).

## **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 an off-airport major aircraft response.

### **1. Coroner, Los Angeles County Department**

It is the duty of the Department of Coroner to determine the circumstances, manner and cause of all violent, sudden, or unusual deaths. The Los Angeles County Department of Coroner is the lead agency on fatality management during a disaster.

### **2. Health Services, Los Angeles County Department of (LACDHS)**

LACDHS serves the healthcare needs the City’s residents and encompasses clinics, Emergency Medical Services Agency, rehabilitation services, and personal health services. The department runs four hospitals, as well as multiple comprehensive health centers. LACDHS has mobilized command centers that automatically engage in the event of a natural or other disaster. In event of emergency, LACDHS will communicate updated health information to residents via the news media and coordinate with local law enforcement and related federal agencies.

a) **Emergency Medical Services Agency, Los Angeles County (EMS Agency)**  
The EMS Agency coordinates and supports the County's emergency medical services system with hospitals, fire departments, ambulance providers and other healthcare partners to provide emergency medical services and maintains the County's emergency supplies. The EMS Agency serves as the lead for the emergency medical services system in the County and is responsible for coordinating all system participants in its jurisdiction, encompassing both public and private sectors.

3. **Mental Health, Los Angeles County Department of (LACDMH)**  
The LACDMH provides health services, including assessments, case management, crisis intervention, medication support, peer support and other rehabilitative services. Services are provided in multiple settings including residential facilities, clinics, schools, hospitals, county jails, juvenile halls and camps, mental health courts, board and care homes, in the field and in people's homes. Special emphasis is placed on addressing co-occurring mental health disorders and other health problems such as addiction. The Department also provides counseling to survivors of natural or manmade disasters, their families and emergency first responders. The Director of Mental Health is responsible for protecting patients' rights in all public and private hospitals and programs providing voluntary mental health care and treatment, and all contracted community-based programs. The Director also serves as the public guardian for individuals gravely disabled by mental illness, and is the conservatorship investigation officer for the County.

### **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 responsibilities 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 an Off-Airport Major Aircraft Response incident.

1. **California Highway Patrol (CHP)**  
The CHP provides safety, service, and security to the people of California by minimizing the loss of life, personal injury, and property damage; servicing the public; assisting other public agencies when appropriate; managing traffic and emergency incidents; and protecting public and state assets. The CHP is the state incident commander for any on-highway incident.

2. **California Governor's Office of Emergency Services (Cal OES)**  
Cal OES exists to enhance safety and preparedness in California to protect lives and property by effectively preparing for, preventing, responding to, and recovering

from all threats, crimes, hazards, and emergencies. Cal OES is the coordinating entity between agencies.

#### **D. Federal Government**

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 an off-airport major aircraft response incident.

1. Federal Aviation Administration (FAA)

The FAA's mission is to provide the safest, most efficient aerospace system in the world. The FAA's major roles and responsibilities include regulating civil aviation to promote safety and developing and operating a system of air traffic control and navigation for both civil and military aircraft. They also develop and carry out programs to control aircraft noise and other environmental effects of civil aviation. The agency also plays a role encouraging and developing civil aeronautics, including new aviation technology, as well as researching and developing the National Airspace System and civil aeronautics. In the case of an aircraft incident, the FAA's air traffic controllers help maintain situational awareness while a plane is in distress. After the incident, it participates in investigation and determines whether any regulations were broken and what safety and legal actions (if any) are called for.

2. Federal Bureau of Investigation (FBI)

As an intelligence-driven and a threat-focused national security organization with both intelligence and law enforcement responsibilities, the mission of the FBI is to protect and defend the United States against terrorist and foreign intelligence threats, to uphold and enforce the criminal laws of the United States, and to provide leadership and criminal justice services to federal, state, municipal, and international agencies and partners. The FBI would serve in an investigatory role, especially in aircraft incidents in which terrorism is suspected.

3. Federal Emergency Management Agency (FEMA)

FEMA is the lead Federal agency for consequence management, which entails both preparedness for and dealing with the consequences involving aviation incidents. Although the affected State and local governments have primary jurisdiction for emergencies, a major aviation incident 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.

4. National Transportation Safety Board (NTSB)

The NTSB is an independent federal agency charged by Congress with investigating every civil aviation accident in the U.S. and significant accidents in other modes of transportation-railroad, highway, marine and pipeline. The NTSB determines the probable cause of each accident investigated and issues safety recommendations aimed at preventing future accidents. In addition, the NTSB carries out special studies concerning transportation safety and coordinates the resources of the Federal Government and other organizations to provide assistance to survivors and their family members impacted by major transportation disasters.

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

This Off Airport Major Aircraft Response Annex may be activated when the Mayor proclaims a local emergency, or if there is an automatic activation. An automatic activation follows a major air disaster incident that occurs within the City and 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 an event. The remainder of this Annex is only activated when and if the scale of the incident warrants the activation of the Emergency Operations Center (EOC). Activation of the EOC is not necessarily automatic or necessary with all incidents.

In advance of or simultaneous with the City plan activation, City departments and agencies will also activate their departmental emergency 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 have in place, documented internal administrative procedures for requesting, fulfilling and tracking internal resource requests, department to department (DOC-to-DOC) resource requests, field to department (field-to-DOC) and department to EOC (DOC-to-EOC). 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 Department of the Chief 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**

Currently there are no Contracts, Memoranda of Agreements or Understandings for this Annex.

## 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. <http://www.fema.gov/about/stafact.shtm>
  - 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.  
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2. State of California
  - a) California Constitution. <http://law.justia.com/california/constitution/>
  - b) **California Emergency Services Act, 2006.**  
<http://hazardmitigation.calema.ca.gov/docs/ESA-all8-06-final.pdf>
  - c) California Code of Regulations, Title 19, Chapters 1 through 6, including:
    - i. Chapter 1, Standardized Emergency Management System.  
<https://law.resource.org/pub/us/ccr/gov.ca.oal.title19.html>
    - ii. Chapter 6, Disaster Assistance Act Regulations.  
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  - d) California State Emergency Plan.  
<http://www.calema.ca.gov/PlanningandPreparedness/Pages/State-Emergency-Plan.aspx>
3. County of Los Angeles
  - a) Operational Area Emergency Response Plan.  
<http://lacoa.org/PDF/OA%20ERP.pdf>



4. City of Los Angeles

- a) City Emergency Operations Plan.
- b) Aviation Disaster Family Assistance Act of 1996
- c) Foreign Air Carrier Family Support Act of 1997
- d) Federal Family Assistance Plan for Aviation Disasters, Dec 2008

**B. References**

- a) Los Angeles Department of Public Health, "Adult Disability in Los Angeles County." LA Health. Sept. 2006.
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## ATTACHMENT A: ACRONYMS

Acronym	Full Name
ACM	Airport Certification Manual
ADA	Americans With Disabilities Act
ARCC	Airport Response and Coordination Center
ARFF	Aircraft Rescue and Firefighting
Cal OES	California Governor's Office of Emergency Services
CBP	United States Customs and Border Protection
CHP	California Highway Patrol
COP	Common operating picture
CPG	Comprehensive Preparedness Guide
DMAT	Disaster Medical Assistance Teams
DOC	Department Operations Center
DPS	Deployment Planning System
EMS	Emergency Medical Services
EOB	City of Los Angeles Emergency Operations Board
EOC	Emergency Operations Center
EOO	Emergency Operations Organization
EOP	Emergency Operations Plan
FAA	Federal Aviation Administration
FAC	Family Assistance Center
FAR	Federal Aviation Regulations
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FNSS	Functional Needs Support Services
HEAR	Hospital Emergency Administrative Radio
Helco	Helicopter Command
IAP	Incident Action Plan
ICE	United States Immigration and Customs Enforcement
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
LACDHS	Los Angeles County Department of Health Services

LACDMH	Los Angeles County Department of Mental Health
LADOT	Los Angeles Department of Transportation
LAFD	Los Angeles Fire Department
LAPD	Los Angeles Police Department
LAWA	Los Angeles World Airports
MAC	Medical Alert Center
MFD	Metro Fire Communications Dispatch
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NGOs	Non-governmental Organizations
NIMS	National Incident Management System
NTSB	National Transportation Safety Board
OA	Los Angeles Operational Area
PIO	Public Information Officer
SA	Situational Awareness
SEMS	Standardized Emergency Management System
SOP	Standard Operating Procedure
TSA	Transportation Security Administration