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COUNTY OF LOS ANGELES

18 March 1, 2016

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March 01, 2016

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Supervisors:

**RECEIVE ELECTRONIC MUSIC FESTIVAL TASK FORCE RECOMMENDATIONS, APPROVE RECOMMENDATIONS ON CASE-BY-CASE BASIS, RECOMMEND ADOPTION OF ORDINANCE TO ALLOW FOR CONSIDERATION OF HEALTH AND SAFETY ISSUES FOR MASS GATHERING EVENTS (ALL SUPERVISORIAL DISTRICTS) (3 VOTES)**

## SUBJECT

Receipt of Electronic Music Festival Task Force recommendations and approval of recommendations on case-by-case consideration of health and safety issues for mass gathering events on County property and in the unincorporated areas of the County.

## IT IS RECOMMENDED THAT THE BOARD:

1. Receive the recommendations submitted by the Electronic Music Festival Task Force (EMFTF).

2. Adopt the EMFTF recommendations (Attachment I) on a case-by-case basis.

3. Direct County Counsel to prepare and submit an ordinance similar to AB 74 (Government Code Section 11000.10) that allows a case-by-case consideration of health and safety issues for mass gathering events with an expected attendance level of 10,000 or more on County property and in the unincorporated areas of the County.

## PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

On September 1, 2015, your Board instructed the Chief Executive Office (CEO), County Counsel, Department of Public Health (DPH), Department of Health Services (DHS), and the Fire Department, in collaboration with Los Angeles Sheriff's Department (LASD) to convene a task force to develop recommendations for enforceable health and safety measures and procedures that would be required for all electronic music festivals held on County-owned property and report back in 120 days. In developing the recommendations, the task force was to consider the County's 2010 recommendations, the AB 74 procedures, and any new studies and best practices, including the impact of alcohol consumption and security staff training. The task force was also instructed to seek input from the electronic music festival community, specifically groups promoting safe experiences.

On September 23, 2015, the first EMFTF meeting was convened and consisted of 16 members from the following agencies: DPH, DHS, the CEO, the Pomona Police Department, the Fire Department, and the LASD. County Counsel and numerous representatives from other organizations were present as members of the public or assistants to the EMFTF. Based on discussions during the first EMFTF meeting, the following four subcommittees were created: Best Practices and Education, Medical Response, Safety and Security, and Electronic Music Community. Each subcommittee was comprised of a wide array of stakeholders.

On December 3, 2015, the EMFTF convened to review and approve the final recommendations (Attachment I). There were a total of six (6) EMFTF meetings, all of which were open to the public in accordance with Brown Act open-meeting requirements.

I recommend that health and safety issues including the EMFTF recommendations be considered on a case-by-case basis, not only for electronic music festivals, but for all mass gatherings on County property. The specific factors unique to each event, such as the size, nature, and duration, may necessitate more or less restrictions than provided in the EMFTF recommendations. This approach is similar to AB 74 (Government Code Section 11000.10) which allows a case-by-case consideration of health and safety issues for events with an expected attendance level of 10,000 or more on state property. I believe the County should adopt this approach by ordinance. Therefore it is recommended that your Board direct that the EMFTF recommendations be considered on a case-by-case basis for all mass gathering events on County property and in the unincorporated areas of the County and direct County Counsel to prepare and submit an ordinance similar to AB 74.

Approval of the first recommendation will receive the health and safety recommendations submitted by the EMFTF.

Approval of the second recommendation will approve the use of case-by case consideration of the EMFTF recommendations for all mass gathering events on County property and in the unincorporated areas of the County. With input from stakeholders, subject matter experts, and the community, the EMFTF developed the recommendations with the goal of making electronic music festivals safer for all patrons. The EMFTF focused on areas that are vital to patron safety, including but not limited to: improving security and medical response, ensuring appropriate venue capacity guidelines and staffing, providing educational and safety messaging, and providing adequate access to hydration.

Approval of the third recommendation will direct County Counsel to prepare the required County ordinance to allow for the EMFTF recommendations to be considered on a case-by-case basis for all mass gathering events on County property and in the unincorporated areas of the County similar to AB 74, for introduction and adoption by the Board.

**Implementation of Strategic Plan Goals**

The recommended actions support Goal 2, Community Support and Responsiveness, and Goal 3, Integrated Services Delivery, of the County's Strategic Plan.

## FISCAL IMPACT/FINANCING

DPH expects to incur incidental cost associated with educational and safety messaging for the mass gatherings events on County property, however these cost are budgeted and within the DPH approved budget. Should the scope of consideration of health and safety issues for such events change, DPH will review and determine if an evaluation and assessment fee is necessary for recovery of its cost and would review this with the Auditor-Controller for consideration and incorporation into the County ordinance.

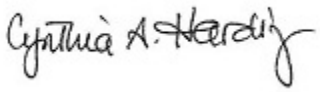
## FACTS AND PROVISIONS/LEGAL REQUIREMENTS

County Counsel will work with DPH to prepare the required ordinance to allow for EMFTF recommendations to be considered on a case-by-case basis for all mass gathering events on County property and in the unincorporated areas of the County. The ordinance will be presented to your Board for adoption.

## IMPACT ON CURRENT SERVICES (OR PROJECTS)

Approval of the recommended actions will establish health and safety measures and procedures to create a safe environment for electronic music festivals and all mass gathering events held at private or public venues in Los Angeles County.

Respectfully submitted,



Cynthia A. Harding, M.P.H.
Interim Director

CAH:jlm#03551

Enclosures

c: Chief Executive Officer
County Counsel
Executive Officer, Board of Supervisors

**Attachment I**

**LOS ANGELES COUNTY ELECTRONIC MUSIC FESTIVAL TASK FORCE (2015)**

# 2015 RECOMMENDATIONS FOR ELECTRONIC MUSIC EVENTS ON COUNTY-OWNED PROPERTY

**Venue Related Recommendations**:

1. All events to be planned and managed using the Incident Command System (ICS) and the National Incident Management System (NIMS) Model.
    a. Law enforcement Incident Commander is responsible for maintaining a Unified Command Center with representatives from every involved agency.
    b. Law enforcement Incident Commander or fire department Incident Commander has authority to shut down the event.
2. Determine the threat assessment of each event and develop an Event Action Plan (EAP) to address safety, medical, health, and capacity issues.
3. Require notification to all authorities with jurisdictional responsibility at least 30 days prior to event occurrence in order to allow adequate planning and staffing.
4. Complete an after action review/report (AAR) following each event, no more than two weeks post event.
5. Attendance to be limited to individuals 18 years old, where the venue is responsible for enforcing strict identification and age checks at all entrances to the event (including the use of automated age-checking equipment).
6. Event duration to be determined by local authorities and venue, according to regulations and noise ordinances.
7. Limit capacity to approved space requirements determined by the jurisdictional fire department.
    a. Determine occupant loads for stadium/arena areas and open areas
    b. Assure emergency egress from interior of the event venue i.e., no excess density in interior routes needed for emergency medical and public safety
8. Assign Fire Safety Officer Teams to each building when multiple buildings and stages are utilized.
9. Allowable hours and duration of event:
    a. Conclude music sets/performances no later than as determined by local City ordinances
    b. Cease alcohol sales at least 60 minutes before the scheduled conclusion of the last music set/performance (excluding cool down time)
    c. Allow attendees to remain at a designated space in the venue for 60 to 120 minutes (or as needed) after the scheduled conclusion of the event for a cool down/sober up period with soft music, house lights on, and food/non-alcoholic beverages available for purchase
10. Require appropriate stage protection and security (e.g., concert barricade, standard security compound) as determined by public safety and security personnel.

11. Require appropriate perimeter fencing (to prevent fence jumpers and gate crashers, and for the safety of attendees) as determined by public safety personnel.
12. Require appropriate interior fencing (e.g., to separate General Admission, seating, and VIP areas) as determined by public safety and security personnel.
13. Eliminate dark or unmonitored areas where a medical team would not readily identify a victim.
14. Detain, arrest, and transport to an off-premise location any fence jumpers or gate crashers.
15. Develop a transportation plan to include adequate parking, and information on access to transportation (e.g., transportation network company (TNC), rideshare, or taxicab service; parental pick-up) for attendees arriving and departing the venue.
16. Develop full and partial emergency evacuation and emergency shelter-in-place plans, should either be needed in the case of natural disaster or other catastrophic event. Plans need to include access and functional needs attendees.

**Safety and Law Enforcement Related Recommendations**:

1. Use law enforcement staffing at a minimum of 4 sworn peace officers per 1,000 event attendees, in addition to private security, and not including supervisors and support staff.
    a. This 4 sworn peace officers per 1,000 event attendees should not include any law enforcement personnel needed for surrounding neighborhood patrol/security, traffic control, or any event related need outside of the event venue.
2. Place a sufficient number of clearly marked “amnesty boxes” at locations near admissions/entrances for discarding any illegal drugs or weapons. Law enforcement Incident Commander or designated law enforcement official shall be the only person with access to amnesty box contents.
    a. Amnesty zones and boxes shall be defined at/near each entrance to the venue, prior to the search areas. Law enforcement Incident Commander is responsible for defining the zone, and the security and placement of the amnesty boxes.
    b. Law enforcement should make available the contents of the amnesty boxes to the Department of Public Health for potential testing of the drugs upon request.
3. Require thorough searches of all individuals and their bags entering the venue to limit illegal narcotics and weapons.
4. Require thorough searches of all VIP attendees, performer entourage, and vendors.
5. No backpacks or large purses; items attendee may bring limited to a jacket, and a single bag or purse, not to exceed 8” x 8”.

6. Use uniformed and under cover law enforcement to perform searches outside and inside the venue, targeting the possession and sales of illegal drugs.
7. Use scent dogs for the detection of narcotics, weapons, and explosives.
8. DUI Sobriety Checkpoints to be conducted and prioritized over ease of exit. Include signage on DUI Checkpoints and/or the importance of identifying a designated driver.
9. Provide clearly marked messaging and information on the Good Samaritan law to encourage attendees who are feeling sick or intoxicated (or whose friends are feeling sick or intoxicated) to ask law enforcement, security, or medical staff for help without the fear of being arrested.
10. Provide information on the valid forms of identifications that can be used for admittance; and the legal ramifications of possessing and using fake or altered identification.
11. Require an appropriate ratio of law enforcement to private security based on the venue and threat assessment of the event.
12. Use, monitor, and communicate through relevant social networking sites to maintain awareness of potential threats to safety and health.
13. Ensure that public safety and medical personnel have compatible communication equipment, including full head gear for all public safety supervisors inside the venue.
14. Establish conditions and a plan where the promoter in conjunction with public safety and medical personnel can announce or play pre-recorded messages on safety or health issues to the attendees.

**Alcohol Related Recommendations**:

1. Require use of easily identifiable wristbands for those attendees aged 21 and older.
2. Ensure that the facility and any concessionaires have current and valid ABC licenses, abide by ABC operation conditions, and must petition for a conditional license to add conditions.
3. Limit alcohol consumption to approved locations inside the venue (e.g., no alcohol in parking lots unless venue has a special event permit).

**Education Related Recommendations**:

1. Require stakeholders involved in the planning committee of each event to develop and communicate information (e.g., public service announcement, banners, electronic signage, flyers, social media, cell-phone Apps, and peer-based groups) on the dangers of alcohol and drug use commonly associated with electronic music events.

2. Require the Department of Public Health to establish partnerships (e.g., with non-profit and key local community organizations, music community organizations, and local educational institutions) to create evidence-based educational and informational materials on alcohol and drug use.
3. Require event venue and/or promoter to place informational and educational signage on alcohol and drug use, including warnings about illegal drug use, at highly visible areas in prominent locations (e.g., near restrooms, first aid station(s) rest areas, parking lots, perimeter fencing) throughout the venue.
4. Require promoter's website to display information on the health effects (including symptoms requiring medical aid) of alcohol and other drugs commonly associated with electronic music events; and/or links to other websites/resources/social media platforms where this information can be found.
5. Require event venue and/or promoter to disseminate information on identifying and responding to alcohol and drug use pre-event, to all event staff and vendors.
6. Require event planning committee to compile and provide law enforcement, safety, medical, health, and other event related data for analysis and comparison. Results will be made available and be used to help in the evaluation and planning of future events.
7. Require event planning committee to provide messaging to attendees on being respectful of neighborhood surroundings and residents in close proximity of the venue upon ingress and egress of the event.

**Health Related Recommendations:**

1. To minimize health issues related to weather conditions and possible alcohol and drug use/misuse, ensure sufficient (based on expected attendance numbers) working water fountains and free water distribution sites located in close proximity to each stage.
2. Require that food, water and electrolyte beverages/sports drinks are available for purchase, and their locations clearly identified.
3. Use roaming vendors to make food, water and electrolyte beverages/sports drinks more easily accessible throughout the venue.
4. Water to be made available to attendees at the entrance(s) of the venue where they are queueing up to enter.
5. Require that earplugs are available at entrances and/or first aid stations at no-cost.
6. Set-up easily identifiable cooling stations/rest areas in close proximity to each stage.
7. Provide clear signage and/or information/map on medical locations, free water stations, cooling stations, and restrooms to attendees.

## Emergency Medical Services Related Recommendations:

1. Require clearly marked signage in multiple key locations to provide location of easily accessible medical services on site.
2. In addition to EMT teams at fixed locations, deploy additional (and easily identifiable) roaming medical teams of paramedics or EMTs throughout the venue as determined by the threat assessment.
3. Assign EMT Teams to each building when multiple buildings and stages are utilized.
4. Assign Medical Extraction Teams (EMS and Security) at the venue in high density areas where access to patients is difficult.
5. Provide backup Medical Extraction Teams to maintain response capability when assigned Medical Extraction Team is committed to a patient.
6. Include an additional first aid station and/or on-site physician and nurse (to coordinate with the fire department and private ambulance provider in the planning process and during the event), in addition to appropriate event medical support (so that problems not requiring hospital emergency care are attended to and participants are provided appropriate treatment/support) as determined by the threat assessment.
7. Provide early notification of events to the Emergency Medical Services (EMS) Agency, Medical Alert Center (MAC), and local hospitals.
8. Develop and maintain a pre-hospital policy addressing electronic music festivals and the interface with Emergency Medical Services.
9. Consider including the parking lots when developing the Medical Action Plan.
10. Extend the hours of service for the on-site medical station with physician for up to four or more hours post event as needed.
11. Medical services at the venue provided at no cost to the attendees. On-site medical providers shall not bill patients or insurance for services provided at the venue.

## Recommendations to the Board of Supervisors:

1. The Board of Supervisors should consider adopting the above recommendations as general policy direction for all electronic music festivals in Los Angeles County within their jurisdiction, whether these events take place at private or public venues.
2. The Board of Supervisors should encourage all the recommendations to be adopted by all promoters and sponsoring entities within Los Angeles County, whether these events take place at private or public venues.

3. The Board of Supervisors should also include as one of the Board's key policy recommendations a strict enforcement/zero-tolerance drug possession policy at all music events and festivals in Los Angeles County (while acknowledging California's Good Samaritan Laws through Assembly Bill No. 472 and Assembly Bill No. 74 - The Concert and Music Festival Safety Act; and allowing evidence-based educational and informational materials, communications, and services).
4. The Board of Supervisors should consider establishing an on-going work group led by the Department of Public Health to assess outcomes, and review and/or update recommendations on an as needed basis.
5. These recommendations should be considered in the planning of all mass gathering events and festivals on County owned or operated property, as appropriate.