GOLDEN GUARDIAN
FULL SCALE EXERCISE
2006

GOVERNOR'S OFFICE OF HOMELAND SECURITY

GOLDEN GUARDIAN AFTER - ACTION REPORT EXECUTIVE SUMMARY

MARCH 2007

GOVERNOR'S OFFICE OF HOMELAND SECURITY
EUREKA
STATE OF CALIFORNIA

Message From the Director

Dear Homeland Security partner:

I am pleased to provide you with the After Action Report Executive Summary for the Golden Guardian 2006 Full-Scale Exercise Series. Golden Guardian, first executed in 2004, is California's annual statewide exercise focused on coordinating the prevention, preparation, response, and recovery mechanisms of city, county and State governmental entities, the private sector, and volunteer organizations.

Each year, the program is expanded and improved to incorporate lessons learned from prior exercises. The 2006 Full Scale Exercise coordinated the response efforts of 105 government agencies and over 3,000 participants throughout the State to multiple terrorist attacks in San Bernardino County and a catastrophic earthquake throughout the Bay Area.

Golden Guardian is a vital component of California's homeland security strategy to enhance the prevention, response, and recovery capabilities in the State. Well-planned and executed exercises allow emergency management and homeland security personnel, from first responders to senior officials, to train and practice prevention, protection, response and recovery capabilities in a risk-free environment. Through exercises, we are able to assess our capabilities so that gaps, deficiencies and vulnerabilities can be identified prior to a real incident.

Real world events such as September 11 and Hurricane Katrina highlighted the need for improved coordination and preparation throughout the nation. California has made great strides toward improving our ability to prevent, prepare for, respond to, and recover from a manmade or natural disaster. However, there is still much work that needs to be done. Continuing to partner in this effort is essential to ensuring a secure California.

I invite you to review the following Executive Summary and refer to the attached After Action Report (340 pages) in CD format for more information.

Thank you.

Sincerely,

Matthew Bettenhausen
Director, Office of Homeland Security

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INTRODUCTION

California and the nation have made significant improvements in our ability to prevent, prepare for, respond to and recover from a terrorist attack. To achieve these enhancements, public and private agencies have demonstrated a commitment to work together to coordinate efforts across disciplines and jurisdictions to improve preparedness. Exercising the capabilities of these agencies is a fundamental component in these efforts. California is home to 58 counties, 32 million residents, the 5th largest economy in the world, over 650,000 first responders, 5 major international ports, over 1500 critical infrastructure sites and 10 major metropolitan cities. Given its great size and complexity, California requires the most robust training and exercise program in the country.

California's Office of Homeland Security (OHS), in partnership with federal, State and local agencies, has developed an exercise program that provides an opportunity for capabilities-testing, assessment, and improvement. This program features an annual Statewide exercise series, Golden Guardian. Golden Guardian, now entering its fourth year, has exercised the local, State, and federal response to simultaneous terrorist attacks in the Oakland and San Francisco airports, the Los Angeles/Long Beach Port, Ventura County, the cities of Sacramento and Oakland, and San Bernardino County; as well as a catastrophic earthquake across 10 Bay Area Counties. Planning for Golden Guardian 2007 has begun and will exercise mass transit systems and large gathering facilities in the Stockton, Anaheim, and San Jose areas.

Consistent with federal strategies and directives, OHS established the Golden Guardian Exercise Series following goals identified in the *California Homeland Security Strategy*. The Golden Guardian Exercise Series implements critical elements of the National Preparedness Goal, the National Response Plan (NRP), the National Incident Management System (NIMS) and Homeland Security Presidential Directives 5 and 8.

After each Golden Guardian exercise, an After Action Report (AAR) is prepared to encapsulate the structure, methodology and lessons learned. This Executive Summary of the AAR will provide you with an overview of the following:

(1) Exercises and Training….What it is all about

(2) Federal Strategies and Presidential Directives

(3) California's State Homeland Security Strategy for Preparedness

(4) OHS' Exercise Plan

(5) Golden Guardian 2006 Purpose, Goals and Planning

(6) Golden Guardian 2006 Scenario

(7) Golden Guardian 2006 Analysis – Lessons Learned

(1) EXERCISES & TRAINING…….WHAT IS IT ALL ABOUT?

Exercises allow homeland security personnel, from first responders to senior officials, to train and practice prevention, protection, response, and recovery capabilities in a risk-free environment. Exercises are also a valuable tool for assessing and improving performance, while demonstrating community resolve to prepare for major incidents. Through exercises, OHS aims to help entities gain objective assessments of their capabilities so that gaps, deficiencies, and vulnerabilities are resolved prior to a real incident.

Well-designed and executed exercises are the most effective means of:

- Testing and validating policies, plans, procedures, training, equipment, and interagency agreements
- Training personnel and clarifying roles and responsibilities
- Improving interagency coordination and communications
- Identifying gaps in resources
- Improving individual performance
- Identifying opportunities for improvement

State Operations Center
Sacramento, November 15, 2006

OHS uses the doctrine from the USDHS, Homeland Security Exercise and Evaluation Program (HSEEP) in conducting its exercise programs. HSEEP Volume 1 dated March 2006 states identifies the purpose of the HSEEP program, as follows:

> "The purpose of the Homeland Security Exercise and Evaluation Program (HSEEP) is to provide common exercise policy and program guidance that constitutes a national standard for homeland security exercises. HSEEP includes consistent terminology that can be used by all exercise planners, regardless of the nature and composition of their sponsoring agency or organization. The volumes also provide tools to help exercise managers plan, conduct, and evaluate exercises to improve overall preparedness."

HSEEP reflects lessons learned and best practices of existing exercise programs and can be adapted to a variety of scenarios and incidents (e.g., natural disasters, terrorism, technological disasters). The HSEEP reference volumes integrate language and concepts from the National Response Plan (NRP), the National Incident Management System (NIMS), the National Preparedness Goal, the Universal Task List (UTL), the Target Capabilities List (TCL), existing exercise programs, and prevention and response protocols from all levels of government. In the spirit of NIMS, all efforts should be made to ensure consistent use of the terminology and processes described in HSEEP.

(2) FEDERAL STRATEGIES AND PRESIDENTIAL DIRECTIVES

OHS, through its State strategy and exercise program, relies on guidance from the following key federal strategies and directives:

National Strategy for Homeland Security, July 2002
The National Strategy, released by the then-White House Office of Homeland Security, articulates the federal approach to homeland security, as well as guidance to States on how to approach the issue. Exercises are an important component of the National Strategy:

"The U.S. Department of Homeland Security will . . . launch a consolidated and expanded training and evaluation system to meet the increasing demand. This system would be predicated on a four-phased approach: requirements, plans, training (and exercises), and assessments (comprising evaluations and Improvement Plans)." *Excerpt from National Strategy for Homeland Security*

Homeland Security Presidential Directives
The President uses Presidential Directives to provide guidance on priorities for many issues, including homeland security. Two Homeland Security Presidential Directives are highlighted here, as they provide guidance to States on the importance of preparedness and exercises.

Homeland Security Presidential Directive 5: On December 17, 2003, the President issued HSPD-5, "Management of Domestic Incidents." This Directive identifies steps for improved coordination in response to incidents. It requires the United States Department of Homeland Security (USDHS) to coordinate with other federal departments and agencies and state, local, and tribal governments to establish a National Response Plan (NRP) and a National Incident Management System (NIMS).

Homeland Security Presidential Directive 8: On December 17, 2003, the President issued HSPD-8, "National Preparedness." The purpose of this directive is to "establish policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to state and local governments, and outlining actions to strengthen preparedness capabilities of Federal, state and local entities. " HSPD 8 describes how federal departments and agencies will prepare for an incident. It requires the US Department of Homeland Security (USDHS) to coordinate with other federal departments and agencies and state, local, and tribal governments to develop a National Preparedness Goal (the Goal), the National Incident Management System (NIMS) and the National Response Plan (NRP).

National Preparedness Goal
Required by HSPD 8, the National Preparedness Goal establishes readiness priorities, targets, and metrics. It enables the Nation to answer three key questions:

- "How prepared do we need to be?"
- "How prepared are we?"
- "How do we prioritize efforts to close the gap?"

The Goal further enables entities across the Nation to more easily pinpoint capabilities that need improvement and sustain capabilities at levels needed to manage major events using the protocols established by the NRP and NIMS. Exercises are a key component of the Goal.

National Incident Management System (NIMS)
NIMS provides a consistent framework for incident management at all jurisdictional levels regardless of the cause, size or complexity of the incident. Building upon the Incident Command System (ICS), NIMS provides the nation's first responders and authorities with the same foundation for incident management for terrorist attacks, natural disasters and other emergencies.

The NRP is an all-discipline, all-hazards plan for the management of domestic incidents. Using the template established by NIMS, the NRP provides the structure and mechanisms to coordinate and integrate incident management activities and emergency support functions across federal, state, local and tribal government entities, the private sector and non-governmental organizations. Exercises are vital to ensuring that the NIMS is effective.

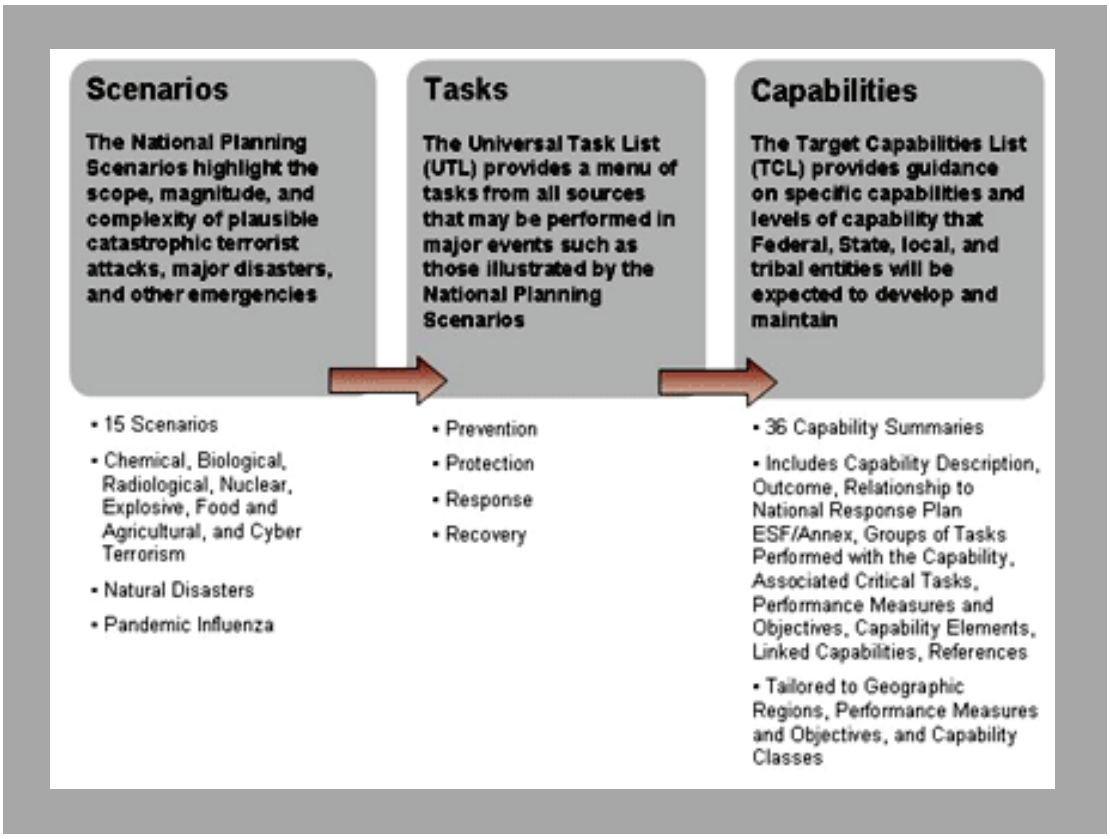
Golden Guardian
November 14, 2006

National Response Plan (NRP)
The National Response Plan establishes a comprehensive all-hazards approach to enhance the ability of the United States to manage domestic incidents. The plan incorporates best practices and procedures from incident management disciplines—homeland security, emergency management, law enforcement, firefighting, public works, public health, responder and recovery worker health and safety, emergency medical services, and the private sector—and integrates them into a unified structure. It forms the basis of how the federal government coordinates with State, local, and tribal governments and the private sector during incidents. Exercises are identified by the NRP as a key component of all incident management disciplines.

The chart on the page 5 represents the NRP planning process, which is designed to identify the capabilities needed to be ready for the 15 identified scenarios.

Homeland Security Grant Funds

HSEEP doctrine also states that any exercise conducted utilizing Homeland Security grant funds will produce an After Action Report (AAR)/Improvement Plan (IP). The AAR/IP will be formatted according to HSEEP guidelines and submitted to the State OHS Exercise Division in addition to posting the AAR/IP on the USDHS Office of Grants & Training portal.



(3) CALIFORNIA'S STATE HOMELAND SECURITY STRATEGY FOR PREPAREDNESS

In partnership with federal, state, and local government agencies, and the private sector, California adheres to the four national mission areas of preparedness: prevention, protection, response, and recovery.

In achieving these four mission areas, California recognizes that it is vital to develop multi-discipline, multi-jurisdictional, and regional approaches to prevention, planning, equipping, training, and exercising. The *California Homeland Security Strategy* promotes information sharing, as recommended in the report issued by the 9/11 Commission, and ensures that money executed on homeland security is done in a planned, coordinated and strategic manner.

OHS develops, maintains, and implements a statewide, comprehensive homeland security strategy to prevent and deter terrorist attacks within the state, reduce the state's vulnerability to terrorism, minimize damage from attacks that may occur, and facilitate any recovery efforts. Homeland security stakeholders in California cross all jurisdictions and disciplines. They include the citizens of California, State agencies, local government partners, regional councils of governments, law enforcement agencies, federal partners, tribes, and private sector partners.

State Strategic Objectives

The four mission areas identified in the National Preparedness Goal and reflected in the State strategy are: 1) prevention, 2) protection, 3) response, and 4) recovery. California's Homeland Security Strategic Directives mirror those identified in the National Strategy for Homeland Security and include the following:

1) Prevent terrorist attacks within the State
2) Reduce California's vulnerability to terrorism or any manmade or natural disasters/catastrophes
3) Minimize the damage and recover from attacks and disasters that do occur

OHS has identified six critical areas of focus that are in alignment with the federal National Strategy for Homeland Security. These six mission areas include the following:

1) Intelligence and Warning
2) Border and Transportation Security
3) Domestic Counterterrorism
4) Protecting Critical Infrastructure and Cyber-security
5) Defending Against Catastrophic Terrorism
6) Emergency Preparedness and Response.

A key component of the State's Homeland Security Strategy is the OHS Training and Exercise Program. This multi-agency, multi-disciplinary team provides training and exercises for California's emergency responders. These exercises and training courses are systematically developed and coordinated to enhance response and recovery to terrorist attacks involving weapons of mass destruction (WMD).

(4) OHS' EXERCISE PLAN

The OHS Exercise Program focuses on providing exercises in several core areas that are consistent with the federal and State strategies previously discussed. In addition to Golden Guardian, OHS' exercise program consists of exercise planners from selected State and local agencies that staff exercise initiatives in the following areas: the Large Stadium Initiative, Cyber Terrorism Initiative, Agro-Terrorism Initiative, Mass Transit Initiative, Ports Initiative, and the COOP/COG Initiative. Each exercise initiative plays a role in preparing California for potential events.

OHS' exercise team was developed around subject matter experts (SME's) from the eleven (11) core disciplines identified by the Office of Domestic Preparedness (currently known as the Office of Grants and Training).

These core disciplines include:

- Law Enforcement
- Fire Service
- Emergency Medical Services
- Hazardous Materials
- Public Works
- Public Health
- Elected Officials
- Emergency Communications
- Health and Hospital Care
- Agri-business
- Emergency Management

Golden Guardian, November 14, 2006

The team consists of individuals on executive loan from the Military Department, Sacramento Metropolitan Fire Department, Sacramento City Fire Department, California Highway Patrol, Sacramento Sheriff's Department, California Corrections and Rehabilitation Agency, Office of Spill Prevention and Response, California Transportation Agency, and California Department of Food and Agriculture.

Golden Guardian Exercise Series

The Golden Guardian Statewide Exercise Series was first introduced in California in 2004, and has become an annual exercise conducted to coordinate prevention, preparation, response and recovery mechanisms of city, county and state governmental entities, and private sector and volunteer organizations. The goal of the Golden Guardian Exercise Series is to build upon the lessons learned from this and subsequent exercises conducted throughout the nation, as well as real-world events.

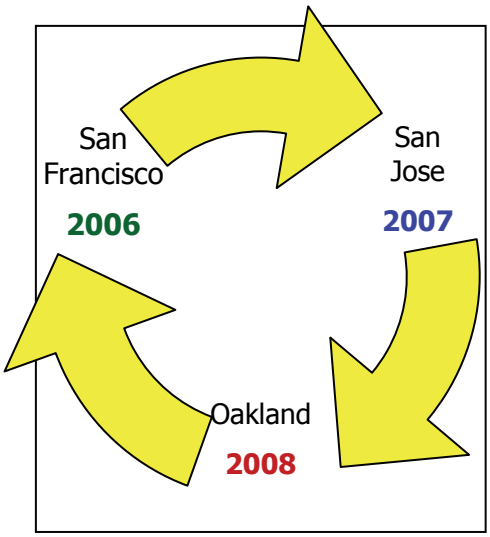
In 2006, the Golden Guardian Exercise Series integrated over 3000 participants from more than 105 State, local, and federal agencies and departments. Golden Guardian 2006 was comprised of a series of 17 exercises and 14 planning conferences involving hundreds of planners, senior policy makers, emergency management professionals and first responders. The exercises included three seminars, three workshops, three table top exercises, one functional exercise, two exercises for the Governor and senior officials in California, two intelligence exercises, one full scale exercise, one recovery table top exercise, and one mitigation table top exercise.

The OHS Three-Year Exercise Plan

OHS is focused on providing participating agencies, at all levels of government and private industry, with exercise events tailored to emphasize readiness for man-made or natural catastrophic events, as well as terrorism or Weapons of Mass Destruction (WMD) events (i.e. Chemical, Biological, Radiological, Nuclear or Explosive). The State's plan is to conduct training, drills, and exercises at the local level (city, county, and operational area) and progress in complexity to the regional, Statewide, and cross-border levels. These exercises are progressive in nature and designed to train, drill, and improve technical specialty assets in public safety and emergency management agencies.

OHS manages its exercise activities in three administrative regional areas: Coastal, Inland and Southern Regions. State agency exercise activities are managed in a fourth category referred to as State agencies. Exercise program guidance, management, and coordination is conducted by staff assigned to each of the three regions and state agencies.

The Office of Homeland Security developed, in collaboration with our prime state, regional, and local partners, a three year exercise plan/program for the state. Each year, the Office of Homeland Security holds an annual Training & Exercise Planning Workshop (TEPW) in each of the three regions of California. Exercise planners from all levels of government cohesively lay out their exercise plans and dates for the upcoming three year rolling cycle.



The overall goals of the TEPW are to align, de-conflict, and synergize exercise opportunities where possible throughout the state so local emergency first responders do not become over tasked and exercise saturated. Inevitably in most local exercises the same local fire, law enforcement, and emergency responders participate in these exercises. By visibly accounting and planning for exercises on a three year rolling cycle, communication and coordination between all exercise planners allows for synergistic opportunities, thus mitigating this type of exercise saturation. The same approach is taken when exercising the large metropolitan cities by rotating the Golden Guardian Exercise play between each of the major metropolitan cities within the three-year planning cycle. When one major metropolitan city is playing during a particular exercise year the other surrounding supporting metropolitan cities will exercise mutual aid agreements, thus the cycle continues forward to the next year as seen in the diagram to the left.

The culminating product of the TEPW's is the rolling Three-Year Exercise Plan which is designed to systematically test preparedness capabilities at the local jurisdiction, county (operational area), regional and State levels. The goal is met through the annual statewide Golden Guardian exercise series, in addition to the functional area initiatives, and other local and regional exercises based on USDHS HSEEP doctrine throughout the state.

This Three-Year Exercise Plan also allows for coordinated exercise planning of California's State agencies. The plan includes a description of the California preparedness program, exercise methodology, and program maintenance and evaluation requirements. The plan also includes common acronyms, the grant guidance from the US Department of Homeland Security for that particular planning cycle, the State Homeland Security Strategy, minutes from the most recent TEPW, and a three year schedule of exercises constructed to address a variety of state, county and local capabilities and requirements.

The exercise plan is considered a living document and be updated on an annual basis, during the annual TEPW, to reflect changing needs. This plan is implemented and managed by OHS with support from other state agencies.

The capstone of the Three-Year Exercise Plan is the annual Golden Guardian Exercise Series. Golden Guardian is a series of exercises starting with a seminar and working up through Workshops, Tabletop Exercises, Functional Exercises to the final Full Scale Exercise. This is all done in a building block approach; each exercise building upon the lessons of the prior one. The Golden Guardian Exercise series is multi-agency, multi-jurisdictional, and multi-dimensional based on the National Priorities, the National Scenarios, the Target Capabilities List and the Universal Task List.

The multi-year cycle of exercises addressed by the three-year plan for California is intended to promote consistency in all areas including operational procedures by administrative services, transportation, fire services, Emergency Medical Services (EMS), public health, hospitals, correctional facilities, law enforcement, transportation, environmental protection personnel, and others. Both existing and future emergency response plans and the capabilities required to mitigate this set of potential disasters will be systematically tested through appropriate exercises to ensure that emergency plans are robust and that emergency response actions are effective.

Golden Guardian, November 16, 2006

Strategic Goals

OHS has the following strategic goals relating to exercises:

- Coordinate State of California involvement in national initiatives, exercises and policy-making;
- Produce an annual, statewide WMD exercise (Golden Guardian);
- Provide an exercise series based on venues with public mass gatherings (large stadiums, civic centers, etc...);
- Provide and exercise series based on Mass Transit Systems (Rail, busses, etc…);
- Maintain and update the Grants and Training (G&T) former ODP portal; and,
- Develop and produce a series of functional exercises in the following area;
  - ◊ Public mass gathering (large stadiums, civic centers, etc...)
  - ◊ Cyber security and cyber terrorism
  - ◊ Continuance of Operations/ Continuance of Government (State agencies)
  - ◊ Agricultural Industry
  - ◊ Ports
  - ◊ Mass Transit
  - ◊ Small rural counties
  - ◊ Critical infrastructure nodes (power grids, power plants, oil refineries, etc…).

The Training and Exercise Division goals are based on the strategic goals and objectives developed by the California Office of Homeland Security. California's strategic goals support the seven National Priorities as described in the *U.S. Department of Homeland Security, National Preparedness Goal, published March 31, 2005.* The national priorities are as follows:

Overarching Priorities

- Implement the National Incident Management System and National Response Plan
- Expanded Regional Collaboration
- Implement the Interim National Infrastructure Protection Plan

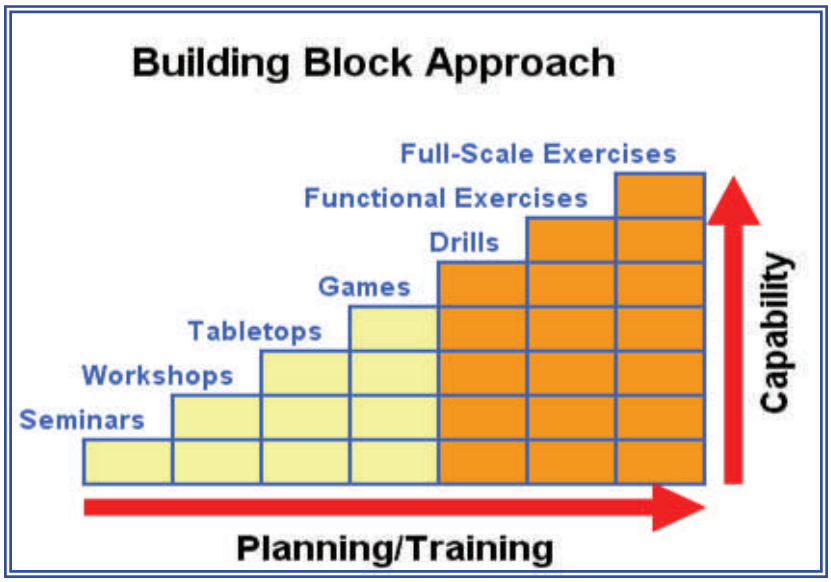
Capability-Specific Priorities

- Strengthen Information Sharing and Collaboration Capabilities
- Strengthen Interoperable Communications Capabilities
- Strengthen CBRNE Detection, Response, and Decontamination Capabilities
- Strengthen Medical Surge and Mass Prophylaxis Capabilities
- Review emergency operations plans and status of catastrophic planning

Golden Guardian Planning – A Building Block Approach

The philosophy and doctrine of the USDHS HSEEP model of exercise design is the crawl, walk, run model also noted as the building block approach to exercise planning and execution. This allows for proper integration planning processes at the lowest levels and allows for growth and participants interagency collaboration during the process.

The dual benefit of this building block process is not only the culmination of the full scale exercise play but the integration, communication, and collaboration of agencies and all levels of government entities during the actual planning process. The State of California's response entities possess different levels of preparedness regarding catastrophic events and WMD prevention, response, and recovery capabilities. Because of these differences, the exercise delivery strategy is a building-block approach that will remain constant throughout the life of the exercise program.



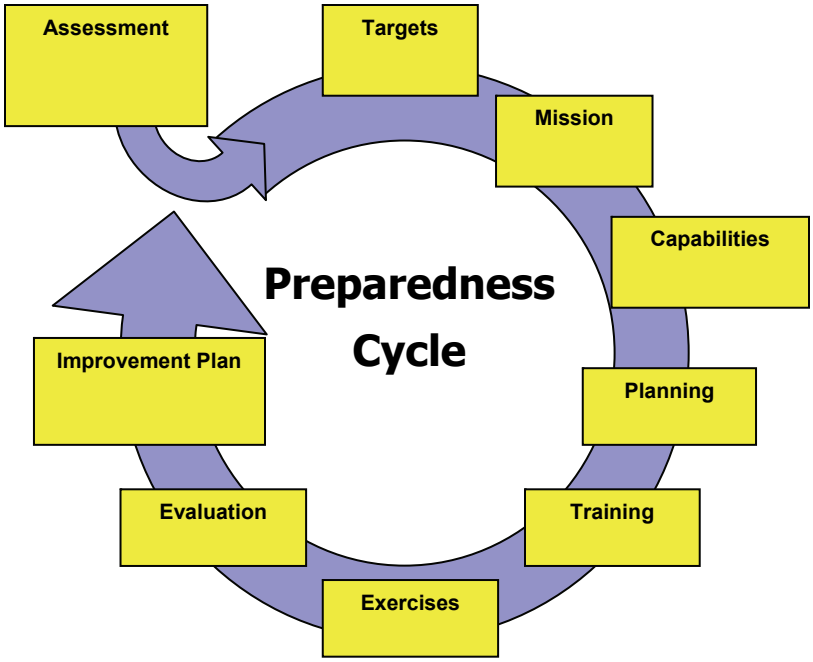
The building-block approach ensures successful progression in exercise design, complexity, and execution, and allows for exercise objectives, scope, and scale to be tailored to the specific community while maintaining a consistent delivery method.

For California, the suggested baseline exercise progression is to move from a seminar, to a tabletop exercise, to a functional exercise, and finally, to a full scale exercise. This allows for a logical progression of regional and jurisdictional preparedness by increasing in size, complexity, and stress factor, while allowing for significant learning opportunities that complement, build upon, and directly lead into one another effectively. This model will remain flexible enough to allow for the addition of, or inclusion of, other desired exercise types that California may require.

Exercise Development and the Planning Cycle

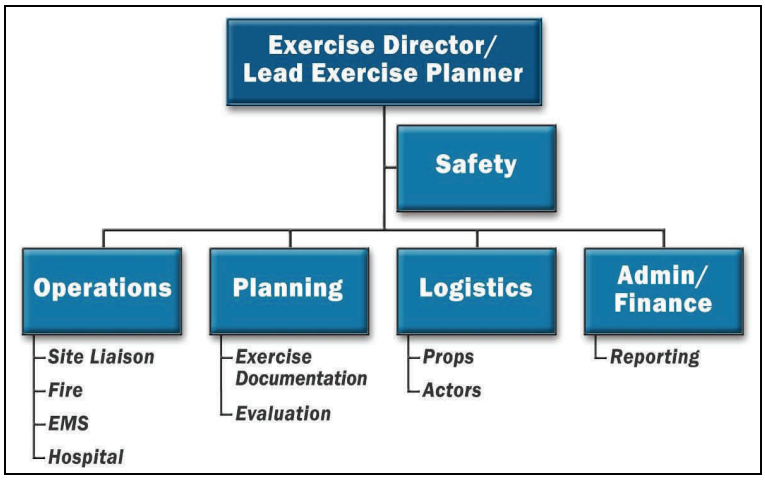
Exercise planning should not exist in a vacuum and should be integrated into an overall community preparedness program. The following cycle is conducted annually:

- Conduct **Assessment**/Re-assessments
- Identify Vulnerabilities/**Targets (Critical Infrastructure)**
- Align **Missions** with National Preparedness goals
- Identify Current Target **Capabilities**
- Integrate **Plans,** Policies, Procedures, and Protocols
- Conduct Training
- Conduct **Exercises**
- **Evaluation** of Exercises/ Training
- Track **Improvement Plans**



The Exercise Planning Team

The Exercise Branch of the OHSTED utilized an exercise planning team which is responsible for successful execution of all aspects of an exercise, including exercise planning, conduct, and evaluation. The planning team determines exercise objectives; tailors the scenario to jurisdictional needs; and develops documents used in exercise simulation, control, and evaluation. The exercise planning team also incorporates representatives from each major participating jurisdiction and agency, but are kept to a manageable size. The exercise planning team is managed by a lead exercise planner and can most effectively be structured using the principles of the Incident Command System (ICS), as stated in the National Incident Management System (NIMS) and referenced in the figure below.

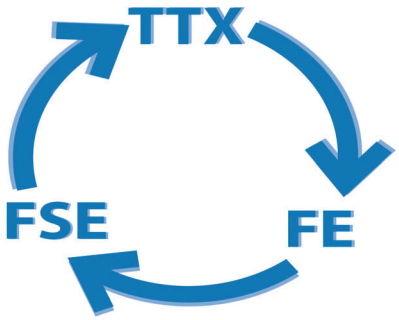


The team's project management principles reflect NIMS, with clearly defined roles and responsibilities and a manageable span of control. Planning team members also help develop and distribute pre-exercise materials and conduct exercise briefings and training sessions. Due to this high level of involvement, planning team members are ideal selections for controller and evaluator positions during the exercise. However, the advanced scenario and knowledge gained by exercise planning team renders them ineligible to participate in the exercise as players.

The following events took place during the year-long planning cycle for the GG06. Each planning meeting, seminar and workshop was conducted three times, once each for the participating regions (Southern, Inland and Coastal regions) and once for State agencies:

Planning Meetings: As outlined in USDHS HSEEP doctrine there are three basic conferences in an operations based exercise planning cycle:

- Initial Planning Conference (IPC): Lays the foundation for exercise development and is typically the first step in the planning process. Its purpose is to gather input from the exercise planning team on the scope, design, requirements and conditions,
objectives, level of participation, and scenario variables.
- Mid-Term Planning Conference (MPC): A working session for discussion of exercise organization and staffing concepts, scenario timeline development, scheduling, logistics, and administrative requirements.
- Final Planning Conference (FPC): The final forum for reviewing exercise processes and procedures.



Master Scenario Events List Conferences: Develops the Master Scenario Events List; a chronological list supplementing the exercise scenario with event synopses, expected responses, objectives to be demonstrated and responsible personnel.

Seminars: Generally orient participants to authorities, strategies, plans, policies, procedures, resources, concepts, and ideas. Used by jurisdictions developing or making major changes to existing plans or procedures.

Workshops: Focus is on achieving or building a product; such as plans or policies.

Tabletop Exercises: Involves discussion by key staff, decision makers, and elected and appointed officials and are used in the application of group problem solving and to prepare for a more complex exercise.

Functional Exercises: Functional Exercises test and evaluate individual capabilities, multiple functions or activities within a function. The focus is on exercise plans, policies, procedures, and staff that direct and control functions within the Incident Command and Unified Command Systems. These are also known as Command Post Exercises.

Full-Scale Exercises: In a full-scale exercise (FSE), response elements are required to mobilize and deploy to a designated site or locate in response to a simulated attack, generally for an extended period. Actual mobilization and movement of personnel and resources are required to demonstrate coordination and response capability. EOC's and field command posts are activated. The FSE is the largest, costliest, and most complex exercise type and may involve participation at the State, local, regional, and Federal levels. Although pre-scripted events may be used, the exercise is primarily driven by player actions and decisions.

Golden Guardian Exercise 2004 (GG04)

OHS, through its previous training and exercise arrangement with the State Military Department, initiated the planning and design of the State's first Statewide WMD exercise in late 2003. This annual exercise was designated as the Golden Guardian Exercise Series. Golden Guardian 2004 (GG04) was conducted in November 2004 in the Port of Los Angeles and Long Beach, Ventura County, the Oakland International Airport, and the San Francisco International Airport. GG04 involved 450 participants, 6 counties, 17 state agencies, and 14 Federal agencies. Golden Guardian 2004 was part of a larger Department of Defense exercise; Determine Promise 2004 (DP04) conducted in Maryland, Virginia, the Gulf Coast, and California. The major objectives of this 2-day Full Scale Exercise were:

- Demonstrate transition from the Prevention (intelligence operations) Phase to the Response Phase;
- Demonstrate coordination activities and use of the Response Information Management System (RIMS) for requesting radiological incident resources in support of local government from state and federal agencies;
- Demonstrate coordination activities and use of the Response Information Management System for requesting mass care and shelter resources in support of local government from state and federal agencies;
- Demonstrate Joint Information center activities; and,
- Integrate the National Response Plan (NRP) with State operations.

Golden Guardian Exercise 2005 (GG05)

Building upon Golden Guardian 2004 lessons learned and recommendations in the After- Action Report, Golden Guardian 2005 (GG05) involved terrorist incidents in multiple venues in Sacramento and Oakland. GG05 was conducted in November 2005 with a full scale exercise involving over 3500 participants from more than 165 State, local, and federal agencies, and departments far exceeding the participation in 2004.

The purpose of Golden Guardian 2005 was to test and identify areas for improvement of local, State, and federal government agencies, volunteer organizations, and private industry activities in response to terrorist events using Weapons of Mass Destruction. The overarching Golden Guardian 2005 exercise objectives were:

- Demonstrate pre and post event coordination of intelligence communications networks, law enforcement information, and information flow between intelligence agencies;
- Demonstrate coordination activities and use of Response Information Management System (RIMS) for requesting resources, and Standardized Emergency Management System (SEMS) in response to Improvised Explosive Devices (IEDs) with a chemical release;
- Demonstrate the activation of local, regional and state emergency operations centers;
- Demonstrate use of multiple communication channels and procedures at the local, operational area (OA), regional, state and federal levels;
- Demonstrate Joint information Center (JIC) activities; and,
- Demonstrate the integration of the National Response Plan (NRP) with State Operations.

Golden Guardian and the Future

The overarching goals for all future Golden Guardian Exercises is to annually:

- Activate the State Operations Center (SOC);
- Activate all three Regional Operation Centers (REOC);
- Utilize one or more of the 15 national scenarios;
- Utilize an overarching theme for each Golden Guardian Exercise cycle;
- Involve a major metropolitan area in each of the three regions on a rotational basis; and,
- Tie critical infrastructure cites from the functional area exercise series as venues.

Golden Guardian
November 14, 2006

(5) GOLDEN GUARDIAN 2006 PURPOSE, GOALS AND PLANNING

Building upon Golden Guardian 2005 lessons learned and recommendations in the After Action Report, Golden Guardian 2006 (GG06) was designed and planned to involve terrorist incidents in multiple venues in San Bernardino and respond to a natural catastrophic event in San Francisco with mutual aid response from several counties, including Fresno. The Golden Guardian Statewide Exercise Series has become the annual multi-agency, multi-jurisdictional, Statewide exercise conducted to coordinate response mechanisms of city, county and state governmental entities, private sector and volunteer organizations in response to potential man-made events and natural disasters. The goal of the *Golden Guardian Exercise Series* is to continually improve emergency preparedness capacity by building on the *lessons learned* from this exercise, subsequent exercises and other opportunities which present learning value, as well as real-world events. The exercise series is entering its fourth year and has not only gained positive national attention, but is improving in its design, scope, complexity and comprehensive and strategic approach.

The year-long GG06 planning process culminated in November 2006 with a full scale exercise involving over 3000 participants from more than 100 State, local, and federal agencies, and departments. Exercise Planners, Subject Matter Experts (SMEs), and local representatives from multiple agencies participated in the planning process and played a critical role in the exercise conduct, control and evaluation. The development of the Golden Guardian 2006 Full Scale Exercise included an aggressive series of concept meetings, seminars, workshops, tabletop exercises, and functional exercises conducted across the State. In a stair-step fashion, each meeting, workshop, and exercise increases in complexity and capability, building up to the full scale exercise.

The purpose of Golden Guardian 2006 was to test and identify areas for improvement of local, State, and federal government agencies, volunteer organizations, and private industry activities in response to terrorist events using Weapons of Mass Destruction and response to a catastrophic natural event. These goals, taken from the *California Homeland Security Strategy* and lessons learned from previous exercises were developed into the Golden Guardian 2006 overarching exercise goals:

<u>Overarching Exercise Goals:</u>

- Activate the State Operations Center;
- Activate all three Regional Emergency Operations Centers;
- Involve two Operational Areas and a minimum of two mutual aid supporting counties in each region surrounding the targeted exercise venues;
- Engage the Intelligence community on preventive and protective activities;
- Demonstrate the successful opening of multiple Joint Information Centers;
- Evaluate interagency coordination and cooperation;
- Assess staff training;
- Examine response and recovery capabilities;
- Activate the State's emergency management and mutual aid systems; and,
- Test the Standardized Emergency Management System (SEMS).

Major Exercise Objectives

To accomplish these exercise goals, participating agencies developed organization objectives to accomplish their stated exercise goals.

- Demonstrate use of Response Information Management System;
- Demonstrate interagency communications;
- Demonstrate activation of Emergency Operations Centers (EOCs);
- Demonstrate coordination between federal, State and local agencies for mass care and shelter;
- Demonstrate recovery advanced planning;
- Demonstrate Joint Information Center activities;
- Demonstrate intelligence network coordination; and,
- Demonstrate the integration of the National Response Plan (NRP) and National Incident Management System (NIMS) with State operations.

Exercise Planning Methodology for Golden Guardian Exercise 2006

The Golden Guardian 2006 planning cycle began in December 2005 with a strategy meeting to identify and establish overarching exercise goals.

This year's exercise was guided by National and State Homeland Security strategies, emergency management challenges stemming from Katrina, and lessons learned from Golden Guardian 2005. Golden Guardian 2006 engaged Federal Department of Homeland Security and Department of Defense agencies in active and robust play. The Department of Homeland Security, Federal Emergency Management Agency Region IX and United States Northern Command exercised new elements of the National Response Plan in coordination with the State. One of the last exercise elements was a Recovery Table Top Exercise held on February 16, 2007. The following section identifies the various working parts to this Statewide exercise.

A series of after-action meetings were conducted in December 2006 and January 2007 providing the forums for the After-Action Report and Improvement Plan development.

(6) GOLDEN GUARDIAN 2006 SCENARIO

The Golden Guardian 2006 Exercise kicked off on October 2, 2006 with the beginning of the Intelligence Preventive Exercise: (October 2 - November 14) The State Terrorism Threat Assessment Center, the Los Angeles Joint Regional Intelligence Center and the San Bernardino Terrorism Early Warning Group participated in an information sharing Functional Exercise to test the capabilities of these fusion centers to analyze terrorism threat information, share information within their network, and develop the threads of a building scenario linked to active exercise play at the Hyundai Pavilion in San Bernardino County. This exercise was designed using a United States Department of Homeland Security "Attack Tree" for an Improvised Explosive Device (IED).

Southern Region: (November 14, 0900-1400 hours) Multiple Improvised Explosive Devices exploded at Hyundai Pavilion in San Bernardino causing hundreds of simulated fatalities and injuries. The detonation of an Improvised Explosive Device at a mass gathering event caused the Operational Area Emergency Operations Center to activate. This, in turn, caused the activation of the Office of Emergency Services Southern Region Emergency Operations Center. Dissemination of a biological agent also occurred in a small portion of this exercise venue causing the activation of special precautions and field decontamination. Over 700 local first responders, as well as nearly 100 FBI agents from the greater Los Angeles area offices responded to the situation in a Full-Scale Exercise event. San Bernardino County hospitals, public health, and the San Bernardino County Office of Emergency Services began participation on November 16 and continued the bio-terrorism portion of this exercise as an element of the Emergency Medical Services Authority Medical Health Statewide Exercise.

Coastal Region: (November 15, 0512 hours - November 16, 1500 hours) A magnitude 7.9 earthquake was felt along the San Andreas Fault in San Francisco. The overwhelming response to this catastrophic event caused county Operational Area Emergency Operations Centers to activate and initiate requests for mutual aid, mass care and sheltering, evacuation, emergency medical services, rescue, and feeding requirements to local jurisdictions. At 1930 hours this same day, a terrorist Improvised Explosive Device detonated on the western end of the Carquinez Bridge in Contra Costa County. On November 16, San Francisco Fire Department hosted a heavy rescue exercise at their training facility on Treasure Island drawing task forces from four Operational Areas. These crews worked a structural debris pile in two hour rotating operational periods, as well as conducting live fire training.

Inland Region: (November 15, 0545-1430 hours) Following the earthquake this region prepared for and received voluntary evacuees from the Bay Area. The region activated Emergency Operations Centers in Fresno and Clovis to establish reception centers for the American Red Cross to use as mass care and sheltering facilities. During this portion of the exercise, the California Department of Health Services deployed the Strategic National Stockpile, readying it for full distribution capabilities.

State Agencies: (November 14 - November 16) Numerous state agencies responded as required to the Weapons of Mass Destruction event on November 14 and the earthquake on November 15, exercising various Emergency Operation Centers, disaster plans, Administrative Orders, and other specific response and recovery plans.

An Executive Level Post Exercise Discussion was held on November 17 at the Office of Emergency Services Headquarters between State agency leaders, Federal Emergency Management Agency Region IX, and representatives from the Department of Homeland Security to examine critical top level exercise lessons and begin to work toward identifying solution paths.

Aligned with the Golden Guardian Exercise, but operationally independent, U.S. Northern Command and U.S. Army North established a Joint Task Force at McClellan Park with over 150 soldiers to exercise their response of Defense Support to Civilian Authorities should an event of this nature occur in California in the future. U.S. Navy 3rd Fleet performed in a similar fashion in San Diego.

(7) GOLDEN GUARDIAN 2006 ANALYSIS – LESSONS LEARNED

This analysis gives an overview of identified strengths, areas for improvement, and how well the major objectives of Golden Guardian 2006 were met:

Demonstrate use of Response Information Management System

- The Response Information Management System (RIMS) remains non-user friendly, difficult to obtain posted information, and slow in processing when the system is used by many applicants in an emergency. This system continues to need improvement or overall change in systems.

Demonstrate interagency communications

- Operational Areas lack updated OASIS telephones, telephone numbers or training in use of the system.
- Fire, police and other first responders continue to lack reliable interagency communications tools.

Demonstrate activation of Emergency Operations Centers

- National Incident Management System (NIMS) training must address current terminology and forms required in a Joint Field Office environment shared by Federal and State officials.
- Call out rosters at all levels of government and non-government agencies must constantly be updated and tested.

Demonstrate coordination between Federal, State and local for mass care and shelter issues

- Interagency awareness of critical requirements concerning public health and the care and shelter of special needs populations needs to be improved.
- State Agency senior officials must receive training on identifying the resources that the Federal Emergency Management Agency will quickly send into the state.

Golden Guardian, November 14, 2006

Demonstrate recovery advanced planning

- Recovery Advanced Planning was conducted at a Recovery Exercise on February 16, 2007. A separate After Action Report will be posted on the ODP Portal upon completion.

Demonstrate Joint Information Center activities

- Continued training at all levels of State and local government in Joint Information Center activities is required.

Demonstrate intelligence network coordination

- This objective was met during a concurrent Preventive Exercise.
- Continued training on information sharing protocols and tools must be conducted within the Law Enforcement community.

Demonstrate the integration of the National Response Plan (NRP) and National Incident Management System (NIMS) with State operations

- Integration between State and Federal Officials was evident in the participation of the Governor's Authorized Representative (GAR), the Governor's Emergency Operations Executive Committee (GEOEC), a United States Department of Homeland Security Principal Federal Official, fifteen Federal Emergency Support Functions, and Federal Emergency Management Agency Region IX.

Additional Observations

- The full-scale multidiscipline scenario at the San Bernardino venue illuminated two new tactical level challenges for California responders and agencies. The unique aspect of the scenario was the presence of numerous injured civilians in close proximity to a suicide bomber who stated he wanted to surrender while still wearing the bomb vest. California's training and exercise strategy is based on the concept of taking lessons learned from exercises and developing training courses to help remedy weaknesses.

Two lessons learned identified based on the above scenario include:

1. Handling of the surrendering suicide bomber was problematic and the scenario had to be reset four times in order to actually facilitate the surrender. The surrender/interrogation was key to the Statewide scenario as the bomber had important information. Training programs that identify clear responder policies and procedures as it relates to suicide bombers will be developed.
2. Medical response to the injured civilians was also problematic due to the presence of the suicide bomber and the "less than secure" nature of the scene. Traditional definitions of a "secure" scene were not obtainable in a reasonable time given the scenario and response agency policies. Training courses that identify policies and tactics which offer additional tactical options for this type of scenario will be explored.

After Action Process

The After Action process began immediately after the conclusion of the exercise. Each location and work group conduct a "Hot Wash" to elicit comments from participants, controllers, and evaluators while the observations were still fresh. Within the 30 days following the exercise all of the Exercise Evaluation Guides completed by the field evaluators were consolidated and examined for trends. Within a few weeks following the exercise, a formal After Action Conference was held in each region, as well as in Sacramento for State Agencies, to gather additional comments and provide the attendees with an overview of significant comments and trends that were recognized. These findings, together with other data about the exercise, make up the After Action Report. This document is used to guide future improvements in preparedness, as well as exercise design and conduct.

Corrective Improvement Plan Monitoring Project

This innovative project began in early 2006 by the Office of Homeland Security Training and Exercise Division to analyze and monitor State Agency corrective improvement progress. This project was well ahead of a similar and new federal Department of Homeland Security program in 2007. California volunteered to be a beta test site for the Department of Homeland Security program and will contribute our research, product development, and experience to this national program.

CONCLUSIONS

California's Statewide Golden Guardian 2006 exercise was an aggressive attempt to involve government and private resources in prevention, protection, response, and recovery of terrorist Weapons of Mass Destruction and natural catastrophic incidents across several venues throughout the State.

The Golden Guardian 2006 Exercise Planning Team, facilitated by the Office of Homeland Security, comprised of more than 100 agencies and succeeded in developing a robust scenario of events. The exercise series, designed to validate local Emergency Operations Plans, involved local emergency responders; federal, State, and local government agencies; the intelligence community; senior cabinet officials; and private sector representatives

An exercise of this magnitude resulted in many successes, as well as highlighted opportunities for improvement. Some of the strengths noted during Golden Guardian 2006 include:

- Enhanced coordination between government and non-governmental agencies of the mass care and shelter community;
- Preventive Exercise examining the State's information sharing and threat assessment;
- Development of realistic earthquake scenario;
- Exercise of agency "cold start," i.e. exercising the scenario without artificial buildup of staffing; and,
- Many communications links worked, work-arounds were attempted when communications were "taken out" by the exercise.

Golden Guardian 2006 linked achievement of Tasks, taken from the United State Homeland Security Universal Task List to accomplishment of Objectives developed by members of agency or responder planning teams. Two hundred and sixty four (264) Objectives were developed by federal and State planners and were supported by 637 Tasks. Due to exercise constraints, many Tasks were not addressed. These constraints included a lack of evaluators, shortcomings in evaluator training, and that some of the tasks were not addressed by the agency during the event. Along with achievements, the Report indicates those Tasks and the supportive Objectives not achieved. These Objectives and Tasks should be among the first evaluated during subsequent exercises. However, from the responses obtained, several lessons learned and opportunities for improvement in the State's ability to respond to a Weapons of Mass Destruction terrorism or natural catastrophic incident were identified:

- The Response Information Management System remains non-user friendly, difficult to obtain posted information, and slow in processing when the system is used by many applicants in an emergency;
- The Redinet patient tracking system used in Southern California was not effective in mass casualty incident situations;
- National Incident Management System training must address current terminology and forms required in a Joint Field Office environment shared by Federal and State officials;
- Call out rosters at all levels of government and non-government agencies must constantly be updated and tested;
- Interagency awareness of critical requirements concerning public health and the care and shelter of special needs populations needs to be improved;

- State Agency senior officials must receive training to identify resources that the Federal Emergency Management Agency will quickly send into the State; and,
- All participating agencies in the exercise must agree to participate for the same hours or provide staff to a Simulation Cell designed to replicate non-participating agencies.

Future Golden Guardian Exercises

The Golden Guardian Series will initiate a Statewide theme for 2007. The theme for the upcoming 2007 exercise cycle is Mass Transit/ Large Gathering Facilities. Exercise planning will focus on the Stockton, Anaheim, and San Jose areas as Full-Scale Exercise venues. In 2008 the theme will be a catastrophic earthquake in Los Angeles and Tahoe Basin. During Golden Guardian 2009, a Maritime theme will be addressed.

As planning for Golden Guardian 2007 progresses, State agencies and local jurisdictions can use the results and lessons learned from this exercise to refine plans, procedures, and training for terrorism and catastrophic incidents. Jurisdictions not participating in Golden Guardian 2007 should incorporate appropriate lessons learned into their training programs to enhance local preparedness in their regions. The purpose of the GG06 After Action Report is to provide a basis to develop training priorities and resource expenditures to improve the State's abilities to prevent, protect, respond and recover from Weapons of Mass Destruction terrorism attacks or any other man-made or natural catastrophic incident.