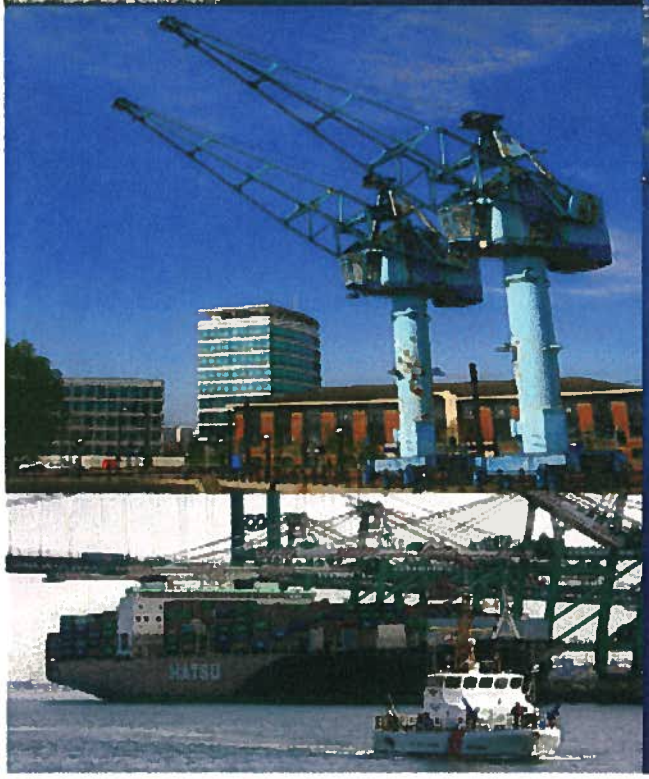
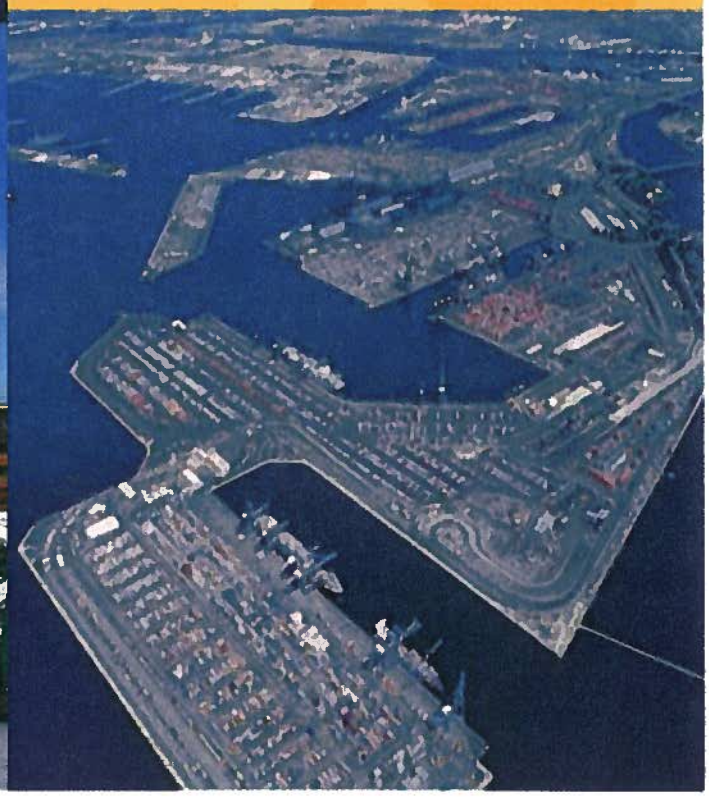
CALIFORNIA EMERGENCY MANAGEMENT AGENCY

GOLDEN GUARDIAN 2010 AFTER ACTION REPORT EXECUTIVE SUMMARY

GOLDEN GUARDIAN





ARNOLD SCHWARZENEGGER
GOVERNOR

MATTHEW R. BETTENHAUSEN
SECRETARY

Cal EMA
CALIFORNIA EMERGENCY MANAGEMENT AGENCY

Dear Preparedness Partner:

On behalf of Governor Arnold Schwarzenegger, let me express my sincere gratitude and appreciation for your contributions to the 2010 Golden Guardian Annual Exercise Series.

As you are aware, securing California's ports from acts of terrorism is a crucial element in our state's overall homeland security and preparedness strategy. It is imperative that we all work together to ensure the safety of our people and economy. Exercises like Golden Guardian allow us to prepare for catastrophic events and it is because of your commitment that this year's exercise was such a great success.

The 2010 Golden Guardian Annual Exercise brought together federal, state, regional and local partners, totaling over 3,000 participants to address port terrorism. While much activity was validated as best practices, there were many lessons learned that will result in a more prepared California. Please review the following Golden Guardian 2010 After Action Report Executive Summary which was developed to document exercise design, lessons learned and areas needing improvement as identified by exercise participants.

Again, thank you for your dedication to keeping our homeland secure. I look forward to our continued partnership in the 2011 Golden Guardian Annual Exercise as we address our ability to prepare for, respond to and recover from the social and economic consequences of catastrophic flooding.

Sincerely,

Matthew Bettenhausen

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GOLDEN GUARDIAN 2010 AFTER ACTION REPORT – EXECUTIVE SUMMARY

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INTRODUCTION

Now entering the ninth year after 9/11, California continues to be an established national leader in our ability to prevent, prepare for, respond to and recover from catastrophic natural and manmade incidents. A primary reason for our success is the ongoing commitment by jurisdictions, agencies and organizations at all levels to work together in a coordinated effort to improve preparedness. A fundamental component of this state-wide commitment to excellence is the willingness of these jurisdictions, agencies, and organizations to routinely assess and test their capabilities in the four overarching preparedness mission areas: prevent, protect, respond and recover.

To meet the needs of our 58 counties, roughly 36.5 million residents, approximately 650,000 first responders, 11 ports, over 1500 critical infrastructure sites, and 10 major metropolitan cities, California has established the most robust training and exercise program in the country.

California Emergency Management Agency's (Cal EMA) partnership with federal, state and local agencies and jurisdictions has resulted in a comprehensive capabilities-based exercise program. Working in concert with our preparedness partners, this program provides a framework to continually exercise, assess, and improve identified target capabilities. The exercise program features the Governor's Annual Statewide Exercise Series, "Golden Guardian." Golden Guardian allows local, state, private, and federal partners to train and exercise in order to evaluate and improve capabilities, in all mission areas, using an all hazards approach. A successful Golden Guardian requires many months of prior planning.

Consistent with federal strategies and directives, Cal EMA conducts the Golden Guardian Exercise Series to assist in achieving goals identified in the *California Homeland Security Strategy*. The Golden Guardian Exercise Series implements critical elements of the National Preparedness Goal, the National Response Framework (NRF), 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) Golden Guardian 2010 Purpose, Goals and Planning

(2) Golden Guardian 2010 Scenario

(3) Golden Guardian 2010 Analysis: Lessons Learned

(4) Exercises and Training: What is it all about?

(5) APPENDIX A: Pre-Golden Guardian 2010 Executive Level Seminar Summary (State of California Executive Education Seminar), May 3, 2010

(6) APPENDIX B: Post-Golden Guardian 2010 Executive Level Recovery Seminar Summary(State of California Executive Topical Seminar), June 14, 2010

(1) GOLDEN GUARDIAN 2010 PURPOSE, GOALS AND PLANNING

The Governor's Exercise Series Golden Guardian 2010 was a Homeland Security Grant funded exercise designed to assess the response to and recovery from the effects of multiple terrorist attacks in our Bay Area Ports. Planning for Golden Guardian 2010 began in 2009 and culminated with a full-scale exercise that was conducted May 18-19, 2010. The two overarching mission areas for the exercise were response and recovery. Golden Guardian 2010 also gave the Bay Area ports and the U.S. Coast Guard an opportunity to test their Maritime Security Agreement. The response phase included "real time" activities in three major Bay Area ports. An Executive Level Pre-Exercise Seminar was held to address statewide strategic response issues. One month later an Executive Level Recovery Seminar was held in order to discuss Statewide Strategic Recovery activities at 21 days after the terrorist attacks. Golden Guardian 2010 was also linked to Operation Safe Port in the Port of West Sacramento, a terrorist attack exercise held at the California State University San Marcos in San Diego County; U.S. Coast Guard Area Maritime Training Exercises - Port Protector in the Ports of Los Angeles and Long Beach and Bay Shield in the Port of San Diego.

Using the capability-based planning methodology; the exercise scenario was designed to challenge selected local, regional, state and federal response and recovery capabilities. In early 2009, an outreach committee contacted all the major ports in California and the U.S. Coast Guard District 11 to provide a realistic model behind the development of multiple terrorist attacks in California's ports that would test these capabilities. The multiple terrorist attacks, the linkage to two major port exercises, and an exercise at a California State University became the basis for the exercise design.

To successfully coordinate the exercise, the Cal EMA Exercise Division established four exercise planning teams: Inland Region Team, Southern Region Team, Coastal Region Team, and State and Federal Agencies Team. These exercise planning teams were assigned to each region to work with local Operational Areas (counties), jurisdictions, state agencies, federal partners and non-governmental organizations. The State and Federal Agencies Team was used to work exclusively with State Agencies and the State Operations Center. The decision to move to a regional approach by the Cal EMA Exercise Division changed the exercise methodology to focus Golden Guardian 2010 to the evaluation of a single region, the Coastal Region, and the State Operations Center. All planning teams coordinated with the participants in the development of the scenarios which simulated events to cause a real time activation of the California State Operations Center (SOC) and the Coastal Regional Emergency Operations Center (REOC), the US Coast Guard District 11 (West Coast) Operations Center, three Operational Area (OA) Emergency Operations Centers, and multiple state agency and jurisdiction Departmental Operations Centers (DOC). The scenarios were developed to meet the evaluation needs of the capabilities the participants had selected to evaluate. The teams also planned drills involving medical triage, hazardous materials response, mass care and shelter activities, and urban search and rescue operations.

Golden Guardian 2010 became a multi-agency, multi-jurisdictional exercise that was massive in scope. Included under the umbrella of Golden Guardian were several State Executive Level Seminars, U.S. Coast Guard maritime events and local major exercises; such as the U.S. Navy/Coast Guard Bay Shield exercise in the Port of San Diego, the Port Protector Exercise held

in the ports of Los Angeles and Long Beach, Operation Safe Port held in the port of West Sacramento, and the County of San Diego which held a full-scale exercise in conjunction with California State University, San Marcos. All together, these events exercised Regional Maritime Security Agreements in six major ports and over 3000 Californians in Golden Guardian 2010.

An extremely valuable component of the exercise was the personal involvement of the Governor, his cabinet and staff in a pre-exercise Executive Level Seminar and a post-exercise Recovery Seminar. Golden Guardian 2010 provided an excellent opportunity to discuss the State Government's response and recovery from multiple terrorist attacks and their cascading effect on the State's economy.

Exercise Objectives and Capabilities

Exercise objectives were derived from lessons learned during previous Golden Guardian exercises and other exercise events, newly developed emergency operations plans, Maritime Security Agreements, and areas needing assessment. The over arching statewide exercise goals were:

Objectives-

- Assess federal, state, regional, and local information sharing capabilities
- Evaluate state, regional, and local response to effects of terrorist attacks in Bay Area ports
    - Assess coordination of response to attacks in multiple ports
- Examine recovery aspects of terrorist attacks in the ports
- Support regional response to terrorist attacks in multiple Bay Area ports
- Assess SOC issue resolution, coordination, and resource support to a region

Capabilities-

- State level
    - Communications
    - Emergency Public Information & Warning
    - Emergency Operations Center Management
    - WMD/Hazardous Materials Response & Decontamination
    - Economic and Community Recovery
- Coastal Regional Emergency Operations Center
    - Communications
    - Emergency Operations Center Management

Capabilities-based planning allows for exercise planning teams to develop exercise objectives and observe exercise outcomes through a framework of specific action items that were derived from the Target Capabilities List (TCL). The capabilities listed below form the foundation for

the organization of all objectives and observations in this exercise. Additionally, each capability is linked to several corresponding activities and tasks to provide additional detail.

Based upon the exercise objectives identified below, the exercise planning team decided to demonstrate the following capabilities during this exercise. Due to the size and scope of the exercise, the activities related to each capability will be articulated in Section 3 of the Golden Guardian 2010 After Action Report.

- **Objective 1: Assess federal, state, regional, and local information sharing capabilities**
  - Communications
  - Emergency Operations Center Management
  - Emergency Public Information and Warning
  - WMD/Hazardous Materials and Decontamination
  - Economic and Community Recovery
- **Objective 2: Evaluate state, regional, and local response to the effects of terror attacks in Bay Area ports**
  - Assess coordination of response to attacks in multiple ports
  - Communications
  - Emergency Public Information Warning
  - Emergency Operations Center Management
- **Objective 3: Examine recovery aspects of terrorist attacks in the ports**
  - Emergency Operations Center Management
  - Communications
  - Economic and Community Recovery
- **Objective 4: Support regional response to terrorist attacks in multiple Bay Area ports**
  - Emergency Operations Center Management
  - Communications
  - Emergency Public Information and Warning
  - WMD/Hazardous Materials and Decontamination
- **Objective 5: Assess SOC issue resolution, coordination, and resource support to a region**
  - Communications
  - Emergency Operations Center Management
  - Emergency Public Information Warning
  - Economic and Community Recovery

(2) GOLDEN GUARDIAN 2010 SCENARIO

The exercise design development of Golden Guardian 2010 was initiated in January 2009 with outreach meetings with port officials at the Ports of San Diego, Los Angeles, Long Beach, Hueneme, San Francisco, Redwood City, Oakland, and the U.S. Coast Guard District 11 Administration, the Administrators of the California Emergency Management Agency Inland Region, Coastal Region, Southern Region and the State Operations Center. It was eventually decided that Golden Guardian 2010 would focus on the Coastal Region, State Agencies, and the State Operations Center. Additional exercises were held in the Ports of Los Angeles/Long Beach, West Sacramento, San Diego and California State University San Marcos (San Diego County) and were linked to Golden Guardian 2010. The California Emergency Management Agency and Coastal Region administrators developed the statewide goals and capabilities to be evaluated. The maritime theme was agreed upon by Cal EMA. Further refinement of the scenario was determined during multiple meetings in early 2009.

In conjunction with the United States Coast Guard District 11, exercise planners developed multiple scenarios involving different styles of terrorist attacks in the different ports. The Port of Oakland scenario was a "USS Cole" style of attack (water borne Improvised Explosive Device) on a ship; Port of Redwood City involved an explosive device on a ship and secondary devices, to eliminate the first responders, which caused a building collapse. The linked exercise at the Port of Los Angeles and Long Beach was a "Mumbai" style of attack with hostages taken on a charter ferry; the Port of San Diego involved a rogue ship and the detection of a possible nuclear device; the Port of Richmond involved the use of a back pack Improvised Explosive Device (IED) on a rail car leaving the port; and the Port of West Sacramento involved the taking of a ship and hostages by terrorists. The scenario called for terrorist attacks over a two day period from the Bay Area in Northern California to the Los Angeles/Long Beach and San Diego area in Southern California.

Timeline of Events (excerpt from actual exercise material):

17 May 2010

Time Stamp	Region	Event Description
0800	Coastal	Yerba Buena Island; SPAWAR/U.S.C.G activity. Event Description: The U.S. Navy and U. S. Coast Guard conduct activities with marine mammals at Yerba Buena Island. This is not open to the public or the media.

18 May 2010

Time Stamp	Region	Event Description
0700	Southern	Los Angeles – Ship Terminal Security Breach Event Description: Breach of Security at L.A. Ship Terminal Berth 93A, small boat approaching.

0800	Southern	San Diego Bay/Point Loma-Navy Fuel Point – Kick-Off of Bay Shield 2010 Exercise - Vessel captured carrying medical radiological isotopes.
0830	Coastal	Port of Redwood City (675 Seaport Blvd, RC), Wharf #5 – Shipboard explosion Event Description: Explosion on ship moored at Wharf #5, hazmat in gaseous form released. STARTEX for Golden Guardian 2010.
0830	Southern	Port of Los Angeles– Second vessel found. Event Description: U.S. Coast Guard find second vessel from the previous security breach of Terminal Berth 93A.
0845	Southern	San Diego Bay; STARTEX of Preventative Radiological/Nuclear Detection (PRND) Training and CONOPS Validation Drill. Event Description: Vessel (Event #2) is boarded, generating a radiological warning from a Personal radiation Detector (PRD). A Radioactive Isotope Identification Device (RIID) is requested on scene.
0900	Coastal	Cross-bay BART Tunnel opening, Oakland side – Intruder spotted. Event Description: BART control center receives report of suspicious person entering tunnel from train operator, direction San Francisco.
0900	Coastal	Coastal REOC activates.
0900	Coastal	Oakland-side submerged portion of BART Trans-bay tunnel – Suspicious activity Event Description: Witnesses report suspicious activity of two boats lowering package into water on top of BART Trans-Bay tunnel.
0900	Southern	San Diego Bay – RIID is deployed/Hazardous Incident Response Team (HIRT) requested. Event Description: A radiological isotope is identified, necessitating the request of the HIRT. Suspect is detained as a result.
0900	State Agency	State Operations Center (SOC) activates.
0902	Southern	Cal State San Marcos (CSUSM) – Active Shooter reported. Event Description: CSUSM police react to an Active Shooter on campus, responding with one sergeant and two officers; one police officer is killed in the resulting shoot-out. San Diego Sheriff's Department is enroute.
0905	Coastal	Cross-bay BART Tunnel opening, Oakland side – BART Intruder Alert Event Description: BART Control Center receives intrusion alarm alert and notifies law enforcement.

0905	Coastal	Cross-bay BART Tunnel opening, Oakland side – BART shutdown Event Description: BART shuts down Trans-bay train service. BART PD searching tunnel for suspected terrorists sighting entering tunnel.
0905	Coastal	Cross-bay BART Tunnel opening, Oakland side – BART SWAT deployed. Event Description: BART SWAT deployed to support patrol officers.
0915	Southern	Golden Guardian 2010 Kickoff for San Diego County Event Description: RIID (see Event #3) identifies Special Nuclear Materials, with multiple persons suspected to be enroute to unknown targets with radioactive materials attached to explosives. County Emergency Operations Center (EOC) fully activated, request sent to Cal EMA for statewide emergency.
0915	State Agency	Executive Duty Officer requests State Agency representatives to the SOC.
0920	Coastal	Oakland /APL Shipping Dock #63 – Explosion Event Description: Fast boat rams container ship M/V Singapore, detonating explosive charge, starts onboard fire. Containers on pier staged for on-board loading damaged; 1 intermodal tank is leaking, 1 container spilling unknown dry powder substance. M/V Singapore master reports 2 crew members missing & another conscious person floating in the water.
0920	Coastal	Oakland/Port of Oakland (530 Water Street) – M/V Goodship strikes underwater IED / runs aground Event Description: M/V Goodship strikes underwater IED, causing ship to run aground near harbor entrance. The steering mechanism on the M/V Goodship is damaged and the ship cannot be moved. This results in the blocking of the entrance to Port of Oakland.
0930	Coastal	Oakland /APL Shipping Dock #63 – Hazmat Leak/Spillage Event Description: 3 inch fracture found in intermodal tank loaded with unknown substance. 40ft container spilled unknown powder substance onto dock.
0930	Coastal	Oakland-side submerged portion of BART Trans-bay tunnel – EOD responds Event Description: Explosives Ordinance Disposal (EOD – bomb squad) dive team responds to report of package being lowered into water.
0930	Southern	San Diego Bay – Intelligence and radiological materials discovered. Event Description: Intelligence and radiological materials, but no functional devices, are discovered on the detained vessels. Suspects arrested and FBI notified to initiate response efforts (end of PRND Concept of Operations). Suspect interrogation reveals transit system is targeted for mass effect using radiological weapon.

0940	Southern	CSUSM – Fire/Rescue enter building to retrieve injured personnel. Event Description: Multiple local agencies respond to retrieve injured personnel after San Diego County SWAT and EOD clear the building.
0950	Coastal	Oakland /APL Shipping Dock #63 - Uncontrolled shipboard fire Event Description: M/V Singapore's crew reports they cannot control onboard fire.
0955	Coastal	Port of Redwood City (675 Seaport Blvd, RC) – Explosion Event Description: Explosion at CEMEX facility at Port of Redwood City.
1000	Coastal	Oakland /APL Shipping Dock #63 – 2 persons in water Event Description: 2 people sighted in water near M/V Singapore.
1000	Southern	Long Beach – Breach of Security at Tesoro oil facility. Event Description: Security Breach at Tesoro oil transfer facility (LB 85) – divers breaching property perimeter.
1100	State Agency	State Operations Center fully operational.
1000-1100	Southern	Multiple locations around San Diego – Multiple radiological hits on PRD equipment / Structure fire / Radiological Bomb detonation / Gunfire assault on civilians Event Description: Multiple radiological hits on transit centers in San Diego area. Terrorist-initiated fire in residential structure and resultant explosion. Dorm facility damaged. 'Dirty bomb' explosion at CSU San Marco sporting event (World Cup Soccer Event), with accompanying terrorist assault on spectators with assault weapons inside the stadium.
1030	Coastal	Oakland /APL Shipping Dock #63 – Personnel exposed to Hazmat Event Description: 7 port personnel exposed to chemicals spilled from container damaged in initial explosion.
1030	Coastal	Oakland /APL Shipping Dock #63 – Evacuation decision-making Event Description: Decision-making process by authorities considering evacuation for up to 1,000 people to avoid hazmat released by explosion.
1030	Coastal	Port of Redwood City (675 Seaport Blvd, RC) – Injuries reported Event Description: Reports of 20+ people injured in CEMEX facility explosion.
1035	Coastal	Port of Redwood City (675 Seaport Blvd, RC) - Mutual aid request Event Description: Local, Regional, State mutual aid requested to assist.

1040	Coastal	Port of Redwood City (675 Seaport Blvd, RC) – Search for survivors Event Description: Search and rescue teams conduct search for survivors in CEMEX facility remains. Mass Casualty/De-Con treatment provided by all responders.
1115	Coastal	Oakland-side submerged portion of BART Trans-bay tunnel - EOD dive team arrives. Event Description: EOD team arrives and begins SONAR search for suspect package lowered into water.
1200	State Agency	Governor proclaims a State of Emergency and requests the California National Guard to mobilize for deployment to protect and secure critical infrastructure (Bridges, Airports, Ports, and Tunnels in the Bay Area).
1200	Southern	Point Loma - Mine detonation in San Diego Bay Event Description: Mine near Navy Fuel Point detonates, releasing oil into the bay (Part of Bay Shield Exercise).
1200	Coastal	Oakland /APL Shipping Dock #63 – Local assistance request Event Description: M/V Singapore requests local jurisdiction assistance deploying oil containment around ship as precautionary measure.
1200	Coastal	Trans-bay BART Tunnel remains closed, Oakland side – Suspects apprehended Event Description: BART PD reports suspects have been apprehended. This will be the ENDEX for BART exercise.
1230	Coastal	Oakland-side submerged portion of BART Trans-bay tunnel - Package located Event Description: EOD dive team (Sheriff's Dept) locates suspect package lowered into water.
1300	Southern	Los Angeles – Scuttled maritime vessel Event Description: Bulk carrier vessel catches fire departing via L.A. main shipping channel. LAFD firefighters are responding to gunfire, wounded and attempting to extinguish the fire. Vessel scuttled abeam Berth 70.
1300	Southern	CSU San Marcos - VTC Briefing Event Description: Incident Command conducts briefing to SD County EOC Policy Group.
1330	Southern	SD County EOC - Possible threat against SD County EOC. Event Description: Data from vessel inspection and suspect interrogation drives follow-on confirmation from Joint Terrorism Task Force that SD County EOC under possible threat.

1400	Southern	SD County EOC – Decision to prepare for evacuation. Event Description: Decision is taken to prepare EOC evacuation with alternate EOC being activated.
1400	Coastal	Incident at the Valero refinery. Event Description: Simulated ruptured pipe at the facility causing 25,000 gallons of fuel to flow on site. No fire and mutual aid between facilities activated. (Simulated)
1410	Coastal	Oakland-side submerged portion of BART Trans-bay tunnel – Suspect package rendered safe. Event Description: Sheriff's Department reports package rendered safe by EOD team.
1500	Coastal	Oakland-side submerged portion of BART Trans-bay tunnel – End of play. Event Description: ENDEX – End of play for suspect package at submerged portion of Trans-bay BART tunnel.
1500	Southern	End of SD County EOC play. Event Description: ENDEX for SD County begins hot wash/debrief.
1500	Coastal	Oakland/Port of Oakland (530 Water Street) – End of M/V Goodship play Event Description: ENDEX for Port of Oakland (530Water Street) portion of exercise.
1530	Southern	End of CSU San Marcos play Event Description: ENDEX for CSU San Marcos portion of exercise.
1530	Coastal	End of Port of Redwood City (675 Seaport Blvd, RC) play. Event Description: ENDEX for Port of Redwood City (675 Seaport Blvd, RC) portion of exercise.

19 May 2010

Time Stamp	Region	Event Description
0900	Southern	Long Beach – Multiple Active Shooters. Event Description: Active Shooters at Shoreline Park and Terminal. Events involve shootings, hostage taking, Hazmat IED discovered. Terrorist board moored Catalina Express ferry at Long Beach Ferry Dock take hostages. Law Enforcement engages terrorist on ferryboat by Long Beach police boat.
0900	Inland	Port of Sacramento – Operation Safe Port Event Description: Terrorist group captures a ship and multiple hostages at the Port of Sacramento. Multiple SWAT teams will perform hostage rescue on board ship. An Explosive Ordnance Detail will practice rendering safe multiple bombs onboard the ship. West Sacramento Fire will exercise onboard ship firefighting.

0905	Coastal	Terrorist bombing near the Port of Richmond. Event Description: Terrorist bomb causes a train derailment. One rail tank car, carrying Oleum (Sulfur Trioxide), develops a leaking valve. Product spilled on the ground and vapor cloud is pushed into the City of Richmond. This HazMat incident causes shelter in place, hazardous materials operations and decontamination. (Simulated)
1330	Southern	Offshore – Engagement of Terrorist Mothership. Event Description: M/V DIANE (terrorist Mothership) anchored offshore against the M/V ATLS, preparing to offload more terrorist assault teams. USCG Maritime Safety and Security Team (MSST) engage M/V DIANE while LASD engages M/V ATLS.
1500	Inland	ENDEX for Golden Guardian 2010

20 May 2010

Time Stamp	Region	Event Description
0830	Southern	Marine Recovery TTX. Event Description: U.S. Coast Guard hosted Marine Recovery TTX to discuss recovery issues for Ports of LA/Long Beach.
0900	Coastal	U.S. Coast Guard hosted Marine Recovery TTX to discuss recovery issues for all ports in the Bay Area.

(3) GOLDEN GUARDIAN 2008 ANALYSIS: LESSONS LEARNED

The purpose of this Executive Summary is to highlight exercise results, identify strengths to be maintained and built upon, and identify potential areas for further improvement. The goal is for the analysis to be a useful tool for stimulating discussion and providing the basis for the improvement planning process.

Major Strengths

The major strengths identified during this exercise are as follows:

- The continuation of Public–Private Partnerships between government and non-government agencies during all major emergencies
- Emergency management coordination at all levels
- Increased awareness of how to respond/recover from major maritime incidents. Most California disaster response is land based
- The continuation of sending liaisons to various EOCs, DOCs, REOC and SOC from private, state and federal agencies to support their operations
- First statewide exercise in history to actually test the maritime Security Agreement in the Bay Area
- Outstanding pre and post exercise tabletop exercises and seminars that discussed the State's response to and recovery from multiple terrorist attacks
- The linkage of Golden Guardian 2010 with other preparedness events and exercises such as Bay Shield 2010, Port Protector 2010, and Operation Safe Port

The Primary Areas of Improvement

The primary areas for improvement, including recommendations, are as follows:

- Response Information Management System (RIMS)
    - There has been improvement since 2008 and California Emergency Management Agency is contracting for a replacement system
    - Replace RIMS with a new system that is viable in any major emergency and that integrates with other emergency management software, i.e. WebEOC
    - Provide additional RIMS training at the Operational Area and local emergency management levels; and for state agencies
- Emergency Managers Mutual Aid (EMMA)
    - Provide additional EMMA training to Operational Areas that focuses on knowledge of the system, how to request resources and what resources are available
- Improve/sustain understanding regarding the impact of MARSEC levels and follow-on effects to the state

An exercise of this scope allows participants at all levels to take away valuable lessons learned. The successful coordination and synchronization of multiple exercise and preparedness events ultimately resulted in the largest maritime preparedness exercises ever conducted in California. Through the activities of Golden Guardian 2010, participating ports, cities, Operational Areas, state agencies, businesses, and communities increased their level of awareness, response and recovery and are now better prepared to overcome the consequences of possible terrorist attacks in our ports.

Local and regional first responders and emergency managers continued to demonstrate expertise in their respective areas. The response phase provided an opportunity to polish skills in areas such as rescue, triage, treatment and transport of the injured; conduct of assessments of infrastructure damage; and coordinating mutual aid and immediate response with state and federal agencies in the region.

Regionally, the initial terrorist attacks caused the Coastal Region Emergency Operations Center (REOC) to activate in support of local response. Regional and state leaders discovered that terrorist attacks can be an extremely complex response in the midst of fast-moving multiple incidents. Communication is essential in developing a common operating picture. Timely situation status reports from Operational Areas and from the region are needed to help the State Operations Center and State Agencies determine resources and future requests. It is recommended that there be an in-depth review of the information management and resource systems used during emergencies and that RIMS be upgraded.

During the planning cycle, exercise planning team members coordinated the design of this multi-agency, multi-jurisdiction exercise enabling participants to interface with other agencies and jurisdictions both vertically and horizontally. Golden Guardian provided the opportunity to test several new plans including the State of California Emergency Plan, the Bay Area Maritime Security Agreement, the Business Utilities Operations Center (collocated in the SOC) procedures and the newly published California State Operations Center Operations Plan. State and federal partners worked closely to plan, coordinate, and conduct emergency support functions and activities. The integration of federal agencies, the Coastal REOC, and SOC was both extremely complex and successful and should not only be trained on routinely but exercised at some level on an annual basis.

Jurisdictions, agencies, and departments at all levels participated in the decision-making process. The nature of terrorist attacks helped identify gaps in existing mutual aid agreements and forced emergency managers to make decisions prioritizing limited resources in a complex fast-moving environment.

Golden Guardian was also a vehicle to assist State of California departments and agencies in assessing internal plans, policies and procedures. While all participating agencies and departments excelled in their activities, several highlights should be mentioned. The Cal EMA Planning and Preparedness Branch worked directly with the Port of San Diego and Lawrence Livermore National Laboratory on vetting the State's new Preventative Nuclear Radiological Plan. The U.S. Coast Guard District 11 (all ports in California) linked their annual training program with Golden Guardian 2010. This allowed them to test and evaluate their Maritime Security Agreements and Salvage Operations plans during the exercise.

During the course of the exercise, agencies found that while many staff members were trained in Incident Command System (ICS) and Emergency Operations Center (EOC) procedures, most had limited experience utilizing these skills in exercises or actual emergencies. Frequent ICS and EOC refresher training, as well as an established EOC exercise plan are recommended in order to keep personnel skillful in these tasks.

A significant success of Golden Guardian 2010 was in the pre-exercise Response and post-exercise Recovery Tabletop Exercises and Seminars. These two executive level Seminars were held prior to and one month after Golden Guardian 2010. The pre-exercise Response Seminar was held at a state level with the Governor, the Governor's Staff, US Coast Guard and Cabinet Secretaries to discuss the State's actions in response to multiple terrorist attacks throughout California. There were two post-exercise Recovery Tabletop Exercises held in the Ports of Oakland and Long Beach, by the US Coast Guard. These tabletop exercises discussed long-term recovery issues from the terrorist attacks on the day after Golden Guardian. Then a recovery seminar was held with the Governor's Staff, Cabinet Secretaries, US Coast Guard, and representatives from the Port participating in Golden Guardian 2010, discussing long-term recovery issues three weeks after the terrorist attacks. The involvement of senior government officials; be they federal, state, or local, was critical to the exercise. The continuation of the pre-exercise response and post-exercise recovery seminars with senior level government officials participating is recommended in all future Golden Guardian exercises.

Conclusions

The Governor's Statewide Exercise Series "Golden Guardian" continues to prove itself to be a successful and valuable training tool for the State to test its prevent, protect, respond and recover capabilities in the event of catastrophic natural or manmade incidents. The Golden Guardian 2010 exercise enhanced and "spotlighted" the spirit of planning, coordination and cooperation between participants at all levels, thus ensuring that the State of California will continue to be a national leader in incident response. Through a collaborative decision-making process, Golden Guardian 2010 was an unequivocal success. As a result of the multiple coordinated exercises, local, regional, state and federal agencies are better prepared to respond to and recover from a terrorist attack in California.

(4) EXERCISES & TRAINING: WHAT IS IT ALL ABOUT?

Exercises allow personnel charged with public safety, from first responders to senior officials, as well as tribal and private partners, 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, Cal EMA aims to help entities validate training and equipment they've obtained based on their organizational mission. This helps ensure that gaps, deficiencies, and vulnerabilities are resolved prior to a real incident, all while identifying best practices and strengths.

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

- Assessing and validating policies, plans, procedures, training, equipment, and interagency agreements
- Validating training personnel on their roles and responsibilities
- Improving interagency coordination and communications
- Identifying best practices
- Identifying gaps in capabilities
- Improving individual performance
- Identifying opportunities for improvement

Cal EMA uses the doctrine from the USDHS, Homeland Security Exercise and Evaluation Program (HSEEP) in conducting its exercise programs. HSEEP Volume 1, dated February 2007, 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 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 from existing exercise programs and can be adapted to the full spectrum of hazardous scenarios and incidents (e.g., natural disasters, terrorism, and technological disasters). The HSEEP reference volumes integrate language and concepts from the National Response Framework (NRF), 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."

FEDERAL STRATEGIES AND PRESIDENTIAL DIRECTIVES

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

National Strategy for Homeland Security, October 2007

The National Strategy, released by the National Security Council, 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:

> "Ultimately, a continuous cycle of joint training and exercises will ensure that all government, private sector, and non-profit stakeholders are capable of fulfilling their roles and responsibilities and can achieve unity of effort when responding to a real-world natural or man-made disaster. It is vital that best practices and lessons learned from exercises be applied to a [sic] continually improve our Nation's response."

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) *[Now the National Response Framework (NRF)]* 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) *[Now the National Response Framework (NRF)]*.

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 NRF 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 NRF is an all-discipline, all-hazards plan for the management of domestic incidents. Using the template established by NIMS, the NRF 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 NIMS is effective.

National Response Framework (NRF)

The National Response Framework was published in January 2008 and is a guide to how the Nation conducts all-hazards response. It is built upon *scalable, flexible, and adaptable coordinating structures* to align key roles and responsibilities *across the Nation.* It describes specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

Homeland Security Grant Funds

HSEEP doctrine also states that any exercise conducted utilizing Homeland Security grant funds will be posted on the National Exercise Schedule (NEXS) portion of the HSEEP Toolkit and produce an After Action Report (AAR)/Improvement Plan (IP). The AAR/IP will be formatted according to HSEEP guidelines and posted on the Corrective Action Plan System (CAPS) portion of the HSEEP Toolkit in accordance with Preparedness Directorate Information Bulletin No. 224, dated November 21, 2006.

CALIFORNIA'S STATE HOMELAND SECURITY STRATEGY FOR PREPAREDNESS

In partnership with federal, state, and local government agencies and jurisdictions, 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 accomplished in a planned, coordinated and strategic manner.

Cal EMA 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. All hazard preparedness 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 *(Contains excerpts from the State of California 2008 Homeland Security Strategy)*

The four mission areas identified in the National Preparedness Goal and reflected in the State strategy are: prevention, protection, response and recovery.

The broad strategic objectives of homeland security in California mirror those identified in federal guidelines. Priorities to strengthen layers of security and resiliency in California are as follows:

1) Prevent and disrupt terrorist attacks within the State
2) Reduce California's vulnerability to terrorism
3) Minimize the damage and recover from attacks that do occur

The critical mission areas are identified Federal and State directives and the *National Strategy for Homeland Security,* the U.S. Department of Homeland Security, *National Preparedness Guidelines*, and *Homeland Security Presidential Directives.* These mission areas allow the California Emergency Management Agency to leverage resources to prevent and disrupt terrorist attacks, protect people, critical infrastructure and key resources, and provide assistance to emergency service efforts for response and recovery.

A key component of the State's Homeland Security Strategy is the California Emergency Management Agency's Training and Exercise Program. This multi-agency, multi-disciplinary team provides training and exercises for California's emergency responders. Exercises and training courses are systematically developed and coordinated using an all hazards approach to enhance prevention, preparedness, response and recovery.

The Cal EMA Exercise Program

The purpose of the Cal EMA Exercise Program is to develop, coordinate, and lead a statewide exercise and evaluation program primarily focused on Weapons of Mass Destruction (WMD)/Chemical-Biological-Radiological-Nuclear-Explosive (CBRNE) and catastrophic incidents. The Exercise Program uses the Homeland Security Exercise and Evaluation Program (HSEEP) as its doctrinal basis. HSEEP is a capabilities and performance-based exercise program developed by the U.S. Department of Homeland Security which provides a standardized policy, methodology, and terminology for exercise design, development, conduct, evaluation, and improvement planning. Adherence to the policy and guidance presented in the HSEEP Volumes ensures that exercise programs conform to established best practices, and helps provide unity and consistency of effort for exercises at all levels of government.

The exercise team consists of professionals from a wide variety of experiences and backgrounds, including individuals on executive loan from the California Military Department, Sacramento Metropolitan Fire District, Sacramento County Sheriff's Department, American Red Cross, California Department of Transportation, University of California, Davis and the Cal Volunteers.

Golden Guardian Exercise Series

The Golden Guardian Statewide Exercise Series was first implemented by Governor Arnold Schwarzenegger in 2004, and has become an annual statewide exercise series conducted to coordinate prevention, preparedness, 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. Golden Guardian is currently the largest statewide exercise program of its kind in the country.

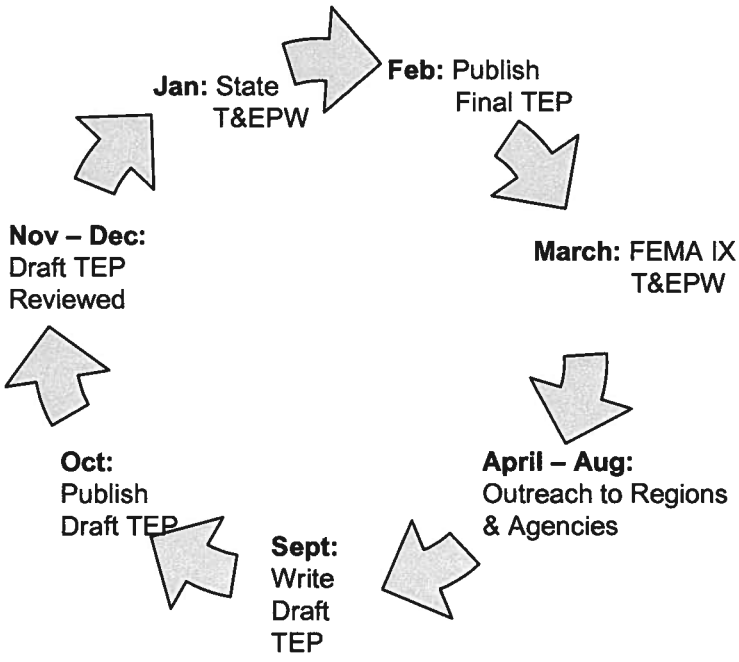
The 2010 Golden Guardian Exercise Series assessed the State's response to multiple terrorist attacks in the Bay Area ports. Several other port terrorist preparedness events and exercises were linked to Golden Guardian 2010. These events included the Operation Safe Port, Bay Shield, Port Protector and the U.S. Coast Guard Maritime Security Annual Exercise.

The Cal EMA Multi-Year Exercise Plan

Cal EMA is focused on providing participating agencies and jurisdictions at all levels of government and private industry with exercise events tailored to emphasize readiness for all hazards 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 exercises that stress the emergency management system from the local level through operational area, region and state. The exercise plan also seeks to integrate Federal Emergency Support Functions (ESFs) and State of California Emergency Functions (EFs) into statewide exercises as often as possible. These exercises are progressive in nature and designed to validate training, equipment, and emergency operations plans at all levels.

Cal EMA 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 are conducted by staff assigned to each of the three regions and state agencies.

The California Emergency Management Agency, in collaboration with our state, regional, and local partners, as well as tribal nations and private industry partners, develops and revises a multi-year training and exercise plan/program for the state. Each year, Cal EMA conducts a Training & Exercise Planning Workshop (TEPW) where exercise planners from all Operational Areas, Urban Area Security Initiatives, tribes, and state agencies lay out their training and exercise plans and dates for the upcoming three to five year rolling cycle.



California's Training and Exercise Annual Planning Cycle

The overall goals of the T&EPW's are to align, de-conflict, and synergize training and exercise opportunities where possible throughout the state to help prevent affected agencies and jurisdictions from experiencing "exercise fatigue." Accounting and planning for exercises on a three to five year rolling cycle enhances communication and coordination among all exercise planners. It also ensures the most efficient and cost effective use of personnel and resources.

The culminating product of the T&EPWs is the Multi-Year Training and Exercise Plan which is designed to systematically assess preparedness capabilities at the local jurisdiction, county (operational area), regional and state levels. The Multi-Year Plan includes federal level exercises that affect California, the annual statewide Golden Guardian Exercise Series,

functional area initiative exercises, and other local and regional exercises based on USDHS HSEEP doctrine throughout the State.

The Multi-Year Training and Exercise Plan allows for ongoing, 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, guidance from the State Homeland Security Strategy, and a five year schedule of exercises constructed to assess a variety of state, county and local capabilities and requirements.

The Training and Exercise Plan is considered a living document that is updated on an annual basis, during the annual T&EPW, to reflect changing needs. This plan is implemented and managed by Cal EMA with support from other state agencies.

The capstone of the Multi-Year Exercise Plan is the Governor's Annual Statewide Exercise Series, "Golden Guardian." Golden Guardian is a series of exercises of increasing complexity. Depending on participants needs, preparation begins with a series of discussion based exercises (seminars, workshops, and tabletops) and works through a Functional Exercise, and finally to the 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 exercise based on the State and National Priorities, the National Scenarios, the Target Capabilities List and the Universal Task List.

The cycle of exercises addressed by California's multi-year plan 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.

Strategic Goals

Cal EMA has the following goals relating to exercises:

- Conduct the Governor's Statewide Exercise Series, Golden Guardian
- Continue implementation of HSEEP methodology in California
- Support regional exercise initiatives
- Provide exercise support to State of California agencies
- Remain flexible & adaptable in order to conduct functional initiative exercises to meet the emerging needs of California
- Conduct the annual State Training & Exercise Planning Workshop & produce the multi-year Training & Exercise Plan

- Provide oversight for the HSEEP toolkit for California which includes the National Exercise Schedule (NEXS), the Design and Development System (DDS), and the Corrective Action Plan System (CAPS)
- Maintain and update the Grants and Training (G&T), former ODP portal

The Training and Exercise goals are based on the strategic goals and objectives developed by the California Emergency Management Agency. 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

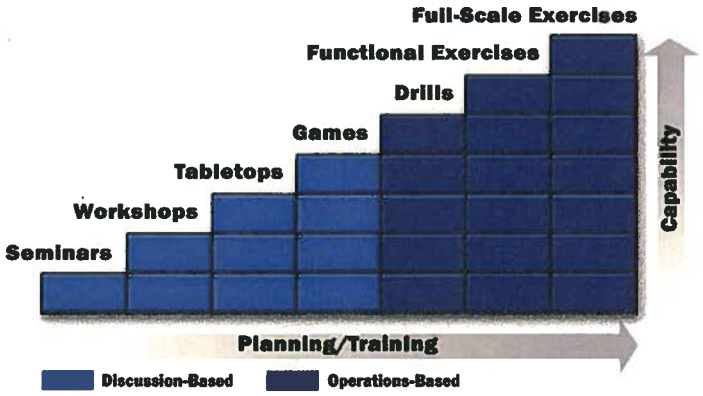
- Implement the National Incident Management System and National Response Framework
- Expanded Regional Collaboration
- Implement the Interim National Infrastructure Protection Plan

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-assessment
- 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 Cal EMA Exercise Division utilizes an exercise planning team, 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 or agency 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, while keeping the planning team a manageable size. The exercise planning team is managed by a lead exercise planner and is most effectively structured using the principles of the Incident Command System (ICS), as stated in the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS) as referenced in the figure below.

The team's project management principles reflect SEMS/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.

The following events took place during the year-long planning cycle for Golden Guardian 2010. Each planning meeting, seminar and workshop was conducted four times, once each for the participating regions (Southern, Inland and Coastal regions) and once for State and Federal agencies:

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

- Concept & Objectives Meeting (C&O): The C&O Meeting is the formal beginning of the exercise planning process. It is held to agree upon already-identified type, scope, capabilities, objectives, and purpose of the exercise. For less complex exercises and for jurisdictions/organizations with limited resources, the C&O Meeting can be conducted in conjunction with the Initial Planning Conference (IPC).
- 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.

- Master Scenario Events List Conferences: Develops the Master Scenario Events List; a chronological list supplementing the exercise scenario with event synopses, expected responses, capabilities to be demonstrated and responsible personnel.
- Final Planning Conference (FPC): The final forum for reviewing exercise processes and procedures.
- After Action Review Conference (AAR): The forum for analyzing the outcome of the exercise to identify strengths and challenges and for developing corrective action plans.

Exercise Types

The types of exercises Cal EMA focuses on are listed below:

Discussion Based Exercises:

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 (TTX): Involve 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.

Games: A simulation of operations that often involves two or more teams and uses rules, data, and procedures to depict an actual or assumed real-life situation.

Operations Based Exercises:

Drills: A coordinated, supervised activity usually employed to validate a single, specific operation or function in a single agency or organization entity.

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 (FSE): Response elements are required to mobilize and deploy to a designated site or location 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. Emergency Operations Centers (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.

(5) APPENDIX A: PRE-GOLDEN GUARDIAN 2010 EXECUTIVE LEVEL SEMINAR SUMMARY

STATE OF CALIFORNIA
EXECUTIVE EDUCATION SEMINAR
MAY 3, 2010
SUMMARY

The Executive Education Seminar for the State of California was conducted by the Naval Postgraduate School Center for Homeland Defense and Security's Mobile Education Team (MET) on May 3, 2010, in Sacramento, California. This memorandum summarizes the major themes, issues, and challenges discussed.

ATTENDANCE

Governor Schwarzenegger, 25 participants and 21 observers attended the seminar.

GOALS

In addition to the traditional program seminar goals, the purposes identified for this session included:

- To provide an opportunity for the Governor and state senior leadership to discuss their roles, responsibilities, key decisions, and actions across the homeland security mission areas (prevent, protect, respond, and recover) during a major terrorist attack.
- To establish an enhanced understanding of key agencies' operational participation in the Golden Guardian 2010 Exercise to be held on May 18-19, 2010.

MAJOR DISCUSSION THEMES

The seminar discussion focused on several key themes:

1. How to communicate with and engage the public in managing an effective response and coordinate public messaging between local, state, and federal officials.
2. The potential availability of federal assets and how they could be deployed either just in California or nationwide depending on the breadth of an incident.
3. The ability for officials to quickly obtain situational awareness, stand-up the State Operations Center (SOC), and effect command and control.
4. The strength and capabilities of the California response mechanism through experience and a strong mutual aid organization.

SUCCESS AREAS

The seminar participants noted several areas of accomplishment in their homeland security efforts:

1. **Organization & Experience.** California maintains a strong homeland security and emergency management structure which is the result of decades of experience in managing various disasters and security incidents. Elements of homeland security such as assessing risks, sharing information, ensuring preparedness, and managing response and recovery stand as regular priorities for Cal EMA. California has had significant experience in managing disasters and events such as Golden Guardian have strengthened the overall state capacity. Organizationally, Cal EMA appears strong and robust and the coordination among the Governor's cabinet is clearly exercised and collaborative. California operates on a clear and well-planned local-to-state process within geographically defined operational areas. Municipal governments work directly with their respective county which ensures regional coordination and ultimately communicates situational awareness and response requirements to the state.

2. **Initial Response and Situational Awareness.** California has significant resources to support response capabilities and allow government officials to quickly gain situational awareness. These resources, however, could clearly become strained should multiple incidents occur statewide. Therefore, ongoing pre-incident planning and coordination with federal response agencies is critical to ensure successful access and deployment of outside resources. Coordination among local, state, and federal law enforcement agencies following a terrorist incident, as simulated during this seminar, could offer significant challenges. Officials realize there would be an immediate need to assess the emergency situations and gain command and control within the first 24 hours, and the SOC will be vital in this role. The National Guard representative indicated they would coordinate closely with Cal EMA to determine where military assets could be best utilized. As the National Guard becomes involved, however, officials should remain aware of force protection issues and examine the best locations to position equipment and personnel.

   Officials utilize a unified command approach to operational control where the first 24 hours would primarily be the responsibility of local governments; the state would become more involved during the following 48 to 72 hours with the integration of federal assistance as the incident period extends beyond 72 hours. Primary discussion of response and situational awareness issues involved "decision points" during the response where decisions such as port closures and other economic issues would be discussed. Participants also noted that actions such as port closures would pose significant inter- and intrastate challenges that would require an enhanced commitment to regional and possibly situational awareness regarding far reaching impacts.

3. **Strong Leadership.** The immediate participation and involvement of the Governor during the seminar bears mentioning. Upon his arrival, the Governor quickly began asking probing questions of his leadership team and establishing a baseline of

expectations throughout the cabinet. Primary points of concern to him included initial steps by Cal EMA, port security, federal response capability, communications between agencies and local responders, and obtaining a public health assessment. The Governor was clear he will rapidly reach out to local officials to determine actions the state can take to assist local response. California leadership remains clear they will empower local officials to make appropriate decisions and support as needed or requested.

4. **Issues of Continuity.** Planning for continuity of operations (COOP) and government (COG) in California appear to be thorough and efficient. Many COOP plans extend deep into agencies and departments, and there are numerous opportunities for senior officials and appropriate staff to relocate to multiple facilities. Each of these facilities takes into consideration communications requirements, including broadcast television. Lines of succession are also enumerated and the California Highway Patrol is clear in their responsibilities to protect and relocate the Governor and senior leadership if necessary. There remains little doubt where senior officials will be relocated and how decisions will continue to be executed. Participants also seemed comfortable with existing plans and procedures for continuity of essential services. State planning has evidently addressed essential government functions and those functions that can be hibernated in the wake of a disaster.

ISSUES, CHALLENGES AND OPPORTUNITIES

The following areas, not necessarily in order of priority, were discussed that illuminate the issues and challenges, as well as opportunities, facing the participants in furthering progress on homeland security efforts.

1. **Crisis Communications.** Officials acknowledged that immediately following an event all necessary information would not be available to decision-makers. To accommodate the lack of information, department heads would provide the Governor information as it is known at the time, including those actions which the Governor can advise the public to undertake. There is also a desire to get in front of the public quickly with accurate information to discuss actions state officials are taking. While all these efforts are commendable, the issue of crisis communications remains a challenge not just for California, but many jurisdictions across the country.

   While there is the potential for different or even conflicting messages coming from local, state, and federal officials, the Governor's office should remain committed to unified messaging and to the greatest extent possible the concept of the Joint Information Center (JIC). The Governor's priority is to provide a collaborative approach to messaging and to coordinate the "tone" of the message. Given the experience of previous major incidents within the state, officials clearly understand how to communicate with the public about the state-federal relationship. At issue, however, will be the unknown impact of potentially critical communications that could occur outside the pre-established and approved channels.

2. **Responder Safety & Personal Preparedness.** The safety of the public and emergency responders during any emergency or disaster is a critical factor that must be considered

the highest priority of senior leadership at all levels of government. The simulated multiple attacks, including the use of radioactive materials discussed in this seminar, poses a significant challenge in this regard. While immediate response actions were required at the local level, extensive support would have been required at the state and other units of government.

There was acknowledgement by all participants of the complex nature of the local response requirements, but opportunities exist for improved coordination of state support requirements of a technical nature specifically concerning response to and management of large scale hazardous materials incidents resulting from a terrorist attack. The Adjutant General provided reassurance of the readiness and capability of the CA Civil Support Teams (CSTs), but acknowledged that a response would not be immediate during a multiple attack scenario. The reach-back capabilities of the CSTs to technical experts is a valuable asset in the overall force protection and population protection arenas, but should not be relied upon to totally satisfy state and local requirements. Personal and family preparedness is critically important to ensure that communities can successfully protect individuals during an attack or other disaster. While California and many of its local jurisdictions are to be commended on progress made toward enhanced personal preparedness, like much of the nation, work remains to be done to meet the demands of the ever-evolving threat environment. Community and family preparedness is clearly an opportunity for continued improvement.

3. **The Budget.** The strained fiscal environment in California as well as many other states stands as a significant challenge to maintaining sufficient emergency response capabilities. There remains concern about being able to adequately finance necessary response assets, but despite the worst economic times, there was acknowledgement among participants that critical emergency response resources must be kept available for major incidents. While current operating budgets are considered inadequate to maintain an acceptable level of readiness for catastrophic incidents, confidence exist that access to emergency or contingency funds will be available upon a declaration of emergency by the Governor. Timely situational awareness by the state of an impending attack or of the consequences of an attack or disaster without notice will obviously require an immediate request for a Presidential declaration of an emergency or major disaster to ensure sufficient response and recovery resources are available. Cal EMA should be prepared to support the Governor in making this timely request for assistance. The FEMA Regional Administrator acknowledged that this support would be necessary and should be expected. All participants identified the critical importance of the availability of adequate state and federal resources to maintain an effective homeland security and emergency management preparedness and response capability.

FUTURE/CONTINUING PRIORITIES & RECOMMENDATIONS

- In addition to supporting local officials, there will need to be an overarching message from the state to inform citizens of appropriate protective actions to undertake.
- When planning for potential federal assistance in disaster response there should always be recognition of the possibility that federal assets could be spread thin if there are multiple national incidents outside California.

- When developing a public messaging campaign, ensure appropriate officials are prepared to deliver instructions to the public. Determine the most trusted officials based on the nature of the event.
- The state should consider legislative options to cap liability for private companies while providing aid in a response to avoid excessive litigation following an incident.
- Depending on the event, increased consideration should be given to the potential widespread psychological impacts needing to be addressed.
- Keeping the trust of the public will be critical, but depending on the event chaos could develop. There will be challenges in maintaining order, but current planning exercise efforts will help develop adequate public messaging approaches that will assist in the maintenance of public order.
- Develop clear guidance on how citizens can assist their communities in the short and long-term recovery process following the initial 72-hour response period.
- Even though in a position of authority, local officials will rely heavily upon the state for guidance during catastrophic incidents. Therefore, state, regional, and local planning must be accomplished collaboratively to ensure not only successful public messaging, but overall disaster response and recovery operations during catastrophic incidents or attacks as discussed in this seminar

Homeland Security Executive Education Seminar
Conducted by the CHDS Mobile Education Team

State of California
May 3, 2010
2:00 p.m. – 5:00 p.m.

AGENDA

2:00 p.m. Introductions and Overview

2:20 p.m. Scenario-Based Discussion

- Response and Recovery Considerations
  - Initial Response (First 24 Hours Post-Attack)

3:30 p.m. Break

3:45 p.m. Scenario-Based Discussion continued:

- Further Response and Recovery Considerations
  - Response Build-up (24-72 Hours Post-Attack)
  - Sustained Response (72 Hours – Several Weeks Post-Attack)
- Continuity of Essential Services

4:45 p.m. Summary of Key Issues

5:00 p.m. Adjourn

Homeland Security Executive Education Seminar
Conducted by the CHDS Mobile Education Team

State of California
May 3, 2010
2:00 p.m. – 5:00 p.m.

ATTENDEE LIST

Honorable Arnold Schwarzenegger
Governor
State of California

Howard Backer, MD, MPH
Associate Secretary for Emergency Preparedness
Health & Human Services Agency

Karen Baker
Secretary
California Department of Service and Volunteering

Kimberly Belshé
Secretary
Health & Human Services Agency

Matthew Bettenhausen
Secretary
California Emergency Management Agency

Obando Bismarck
Director, External Affairs
Governor Arnold Schwarzenegger's Office

Dale Bonner
Secretary
Business, Transportation and Housing Agency

William Brown
Undersecretary
Department of Food and Agriculture

Cynthia Bryant
Chief Deputy Director
Department of Finance

Rear Admiral Joseph Castillo
Commander
Eleventh U.S. Coast Guard District

Anthony Chaus
Assistant Secretary, Correctional Safety
CA Department of Corrections and Rehabilitation

Rocky Chavez
Undersecretary
Department of Veterans Affairs

Captain Ruften Currie
Aide-de-camp to the Adjutant General
California National Guard

Matt David
Director of Communications
Governor Arnold Schwarzenegger's Office

Mike Dayton
Deputy Secretary/COS
California Emergency Management Agency

Nate Dechoretz
Deputy Secretary
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California National Guard

Joe Farrow
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Brigadier General Lawrence Haskins
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Commander Brian Hill
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The Adjutant General
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Captain Patrick Maguire
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Frank McCarton
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Aaron McLear
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Dan Pellissier
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(6) APPENDIX B: POST-GOLDEN GUARDIAN 2010 EXECUTIVE LEVEL RECOVERY SEMINAR SUMMARY

STATE OF CALIFORNIA
EXECUTIVE EDUCATION TOPICAL SEMINAR
JUNE 14, 2010
SUMMARY

The Executive Education Topical Seminar on Recovery for the State of California was conducted by the Naval Postgraduate School Center for Homeland Defense and Security's Mobile Education Team (MET) on June 14, 2010, in Sacramento, California. This memorandum summarizes the major themes, issues, and challenges discussed.

ATTENDANCE

34 participants and 6 observers attended the seminar.

GOALS

In addition to the traditional program seminar goals, the purposes identified for this session included:

- Discuss the cascading effects incidents on the private and public sectors as well as the overall economy.
- Discuss the executive roles, responsibilities, and concept of operations in recovery.
- Discuss the unique role the private sector plays in recovery.
- Understand the immediate effects of multiple terrorist attacks and explore factors for consideration during the immediate recovery.
- Identify key executive decisions, trigger points for those decisions, and the critical information necessary to make those decisions following an incident.

MAJOR DISCUSSION THEMES

The conversation during the seminar focused on several key themes:

1. The interdependencies of systems, processes, and the supply chain through local, state, and federal governments, as well as international markets, in the wake of an economically catastrophic event.
2. Issues regarding effective communications both with the public and between government and private sector functions.

3. How to best transition from the initial challenges of response into long-term recovery particularly in regard to potential barriers to coordination.
4. The psychological effects on the public of a significant attack and how to effectively communicate with the citizenry

SUCCESS AREAS

The seminar participants noted several areas of accomplishment in their homeland security efforts:

1. **Port Interconnectedness.** Despite being diverse both in operating culture and geography, the ports of California work well together. During the seminar, participants noted approximately 20 percent of each port is managed by the Coast Guard which makes the federal government a critical partner in most decisions made, but also allows for a built-in connection between all California ports. In addition to the inter-port collaboration, each port maintains mutual aid agreements with regional partners. But during the seminar, the primary discussion was in regard to the cascading decisions made at various levels of government impacting port closures and how those closures affect a broad range of other sectors. Challenges of interconnectedness translate beyond just port coordination and touch intergovernmental issues as well. In addition to the ports communicating well between one another, there remain strong relationships between departments of the California State Government and Cal EMA officials. These relationships are to be commended for their efforts to maintain open lines of communication. On several occasions during the seminar, participants noted coordination with Cal EMA.

2. **California Maritime Security Council.** Seminar participants specifically noted the mission of the California maritime industry is to ensure the safe, secure, and efficient movement of cargo to and from California maritime port of entry. In defense of that mission is the California Maritime Security Council (CMSC) which acts as an advisory body to the Governor in matters related to Maritime Security and remains and integral partner in making determination about port operations. Such a governing body that brings many sectors of one industry together to help make widespread decisions stands as an effective means by which to coordinate messaging, make decisions, and a execute a thoughtful collaborative process.

3. **Communications.** During the seminar, participants were quick to recognize that all the issues in relation to major port decisions, the supply chain, and economic situations are exceedingly complicated and far-reaching and must be communicated to the public. An effective communications strategy will help ease fears, issue instructions, and create a realistic picture of the incident response and recovery. In the context of the seminar scenario, officials noted the need for a Joint Field Office (JFO) which would be utilized to coordinate messaging and provide a strong gubernatorial presence to offer a greater level of control. The JFO would be utilized to bring together leadership with corresponding port partners and provide a unified voice.

While significant efforts have been undertaken throughout the state to coordinate messaging to the public, participants remained concerned about how some first responders will respond to uncommon threats such as a dirty bomb. In addition to current efforts underway, officials should consider a communications strategy to work directly with first responders to allow them to operate in the most informed environment. Caution should be exercised, however, when communicating with the public because officials will want to focus on reducing the level of public anxiety in low trust situations. For example, Phoenix had an issue with an incoming gasoline pipeline, and even explaining the problem to the public while assuring there would be no shortages, within hours 70 percent of local gas stations were without any supply.

4. **Long-Term Recovery.** Officials realize that many issues regarding long-term recovery will require government coordination for waiving requirements and permits including environmental concerns, contamination levels, establishing reentry levels, and debris assessment. Processes for these waivers do not currently exist, and must be coordinated prior to an event. Fortunately, authorities have begun the process of looking into appropriate legal requirements for providing such waivers. During the recent Golden Guardia exercise, state officials realized some cities implemented recovery plans in conjunction with response activities, acting on the belief that response and recovery are parallel functions. Such efforts should be a best practice for the state to adopt because recovery remains a critically important aspect of response efforts that cannot be delayed.

ISSUES, CHALLENGES AND OPPORTUNITIES

The following areas, not necessarily in order of priority, were discussed that illuminate the issues and challenges, as well as opportunities, facing the participants in furthering progress on homeland security efforts.

1. **Striking a Balance.** One of the most significant challenges officials will face in the wake of a large-scale incident will be obtaining a balance between the investigative needs of law enforcement with the ability to discuss port operations and when closed facilities can be reopened. During the seminar, there were numerous comparisons to the current oil spill in the Gulf of Mexico where the environmental operation is underway in conjunction with economic requirements. The security issue will far exceed just the ports. Even everyday locations such as grocery stores and pharmacies could require a security presence after an significant attack event. In addition to security issues, citizens will also need to understand the interdependency issues involved in regular activities.

   Establishing the difference and finding balance between "continuity" and "recovery" is also a priority of the port organizations. Officials, working hand-in-hand with the private sector, must determine how goods will continue to move and attempt not to require incoming shipments to divert to other ports. Such an effort will also expose any outstanding issues with crisis communications and how best to control messaging coming from the port.

2. **Sustainability.** As the scenario at the seminar played-out, participants grew increasingly concerned about the ports having the resources available to maintain an elevated

MARSEC level for an extended period of time. The inability to maintain such a security level would require outside assets which may or may not be available from neighboring jurisdictions depending on the nature of the event. Port officials acknowledged once the security level is determined, decision points of how long the level can be maintained and what additional resources are required would need to be made quickly.

3. **Supply Chain & Interdependencies.** In the context of the seminar scenario, officials quickly realized the need to fully understand the supply chain in order to inform the decision-making process before an incident occurs. Therefore, the private sector at all points of the supply chain must be involved in the process. This involvement, however, expands well beyond the State of California and local port issues. An incident with such a broad impact will become an international incident immediately involving countless sectors of the supply chain. Furthermore, once the impacted ports are able to regain a minimal amount of capacity, there will need to be a mechanism in place to inform appropriate interested parties in order to dissuade those companies from finding alternative ports of entry.

   According to participants, the number one export of California is agricultural products which require real-time delivery, so there will be a need for appropriate agencies to remain involved in making decisions in regard to port status. Agricultural products cannot be diverted to other ports or sent elsewhere as they are perishable. But beyond local agricultural impacts, a significant port shut-down of California will have a ripple effect on inland warehousing, railroad operations, trucking, and countless other industries throughout the state, region, and country.

   If the closure or redirection of cargo to a port is not handled carefully, the risk of significant business loss would cause both global and long-term economic disruption issues. The private sector will also maintain the option of relocating to alternate facilities, but their business is necessary for the sustained viability of the state. As one of the participants recommended, an economic plan should be developed based off a quantifiable model to address how best to maintain the business structure of the ports to support the spectrum of resources and products.

FUTURE/CONTINUING PRIORITIES & RECOMMENDATIONS

- The impact of the supply chain ripple effects must be examined and planned for well in advance of an event in conjunction with private industry.
- Consider charting the flow of commodities in and out of California that can be used to examine supply chain issues and add it as an annex to existing response and recovery plans.
- The government must provide credible and trusted sources of information to the citizenry and private sector during an event.
- The collaboration between state government, the private sector, and even the legal system represents initiative toward coordinating an effective recovery effort while minimizing impact.

- Depending on the severity of the situation, remain aware that the federal government could become significantly involved through the Defense Production Act to provide preferential production schedules. While the Act may not be utilized, it does remain an asset in the federal toolbox.
- Remember to fill the information void post-event to stay ahead of public messaging efforts and take into consideration that various populations will respond to the event differently.
- Work to alleviate barriers to coordination specifically when working through economic interdependency and prioritization issues.
- The ability to reinforce the notion of continuity has many psychological factors to consider including the ability to maintain the momentum of recovery.
- Consider how events can be influenced and citizens can be inspired through public messaging efforts.

Homeland Security Executive Education Seminar
Conducted by the CHDS Mobile Education Team

State of California
Topical Recovery Seminar
June 14, 2010
9:00 a.m. – 12:00 p.m.

AGENDA

9:00 a.m.	Introductions and Overview
9:20 a.m.	Scenario-Based Discussion
	• Port Operations
10:30 a.m.	Break
10:45 a.m.	Scenario-Based Discussion continued:
	• Economic Impacts
	• Government Operations
11:45 a.m.	Summary of Key Issues
12:00 p.m.	Adjourn

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