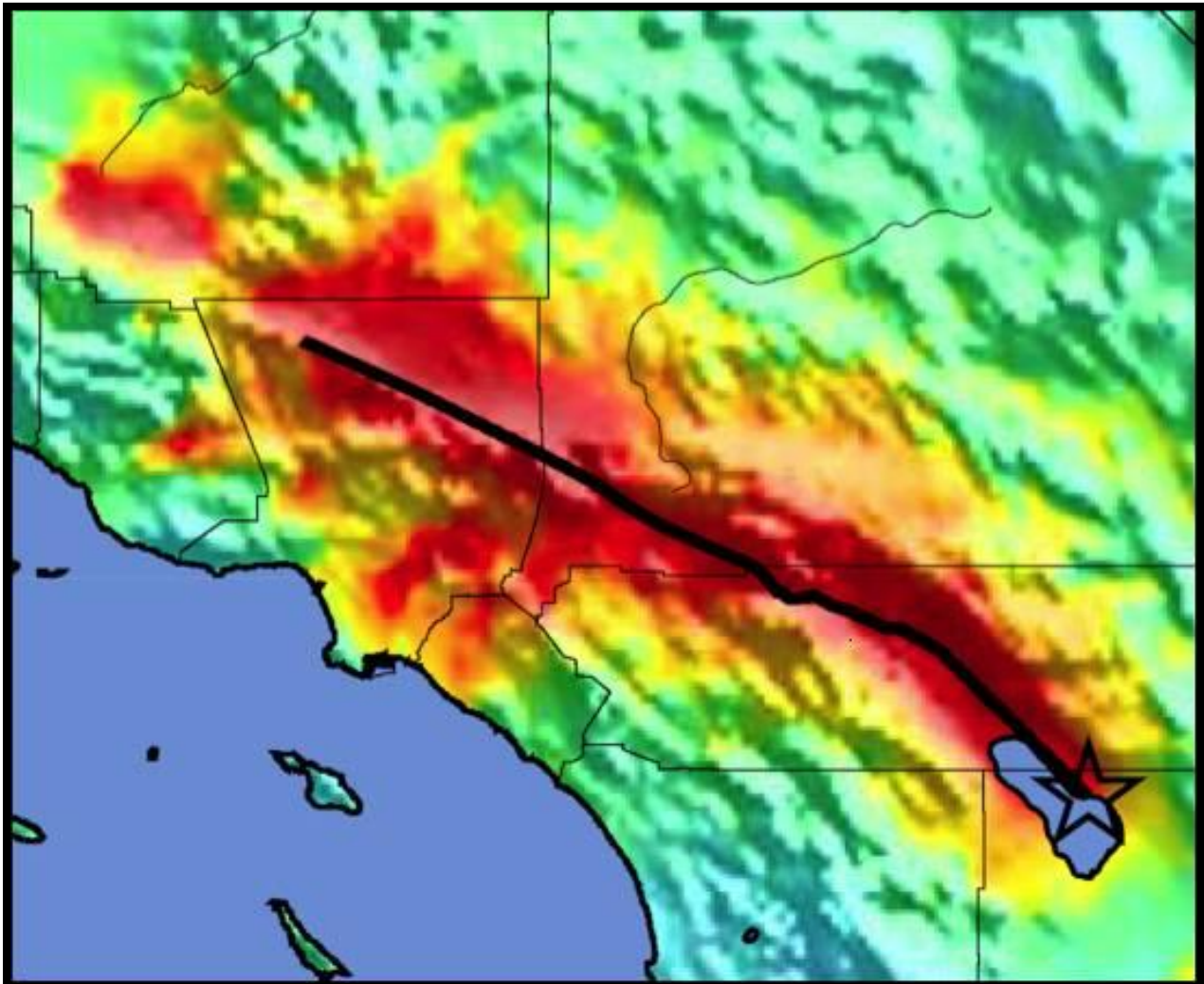




**CALIFORNIA EMERGENCY
MANAGEMENT AGENCY**

**GOLDEN GUARDIAN 2008
AFTER ACTION REPORT
EXECUTIVE BRIEF**



“Shakemap” depicting ground shaking during Golden Guardian’s notional Magnitude 7.8 earthquake on the southern San Andreas fault; red indicates areas of strongest ground shaking



Dear Preparedness Partner:

Please accept my sincere thanks and appreciation for your hard work and dedication in bringing about another successful Golden Guardian Full Scale Exercise. As you know, 2008 brought us another year of significant disasters in our State culminating with the Southern California wildfires. These incidents accentuate the need for us to continually train and exercise together to ensure that California is always ready to prevent, protect, respond to and recover from catastrophic manmade and natural disasters. A primary mechanism we use to guarantee our readiness is the Governor's Annual Statewide Exercise Series "Golden Guardian."

Governor Schwarzenegger first implemented Golden Guardian in 2004 to annually test and coordinate city, county, tribal, state, federal government, first responders, volunteers, and private sector response to potential acts of terrorism or natural disasters. Each year, Golden Guardian has grown in size and complexity and is now the largest statewide exercise program in the country. The Golden Guardian Exercise Series is a major component of the state's homeland security strategy as well as our "all-hazards" approach to preparedness.

Golden Guardian 2008 was held over multiple days with a myriad of Full Scale and Functional Exercises that took over one and one-half years to plan, included over 5.5 million participants and more than 40 state and federal agencies. The exercise assessed the State's response and recovery to a catastrophic Magnitude 7.8 earthquake in Southern California. Please review the following Golden Guardian 2008 After Action Report Executive Brief which was developed to document exercise design, lessons learned and areas needing improvement as identified by exercise participants.

Looking forward, our next Golden Guardian Exercise will occur in May of 2010, aligning our efforts with the National Exercise Schedule. This break provides an excellent opening for our State to embrace the opportunities for improvement contained herein. I look forward to our continued partnership in the 2010 Golden Guardian Exercises when we will potentially assess our ability to respond to and recover from the social and economic consequences of attacks on our port systems.

Sincerely,

A handwritten signature in black ink, reading "Matthew Bettenhausen", is positioned below the word "Sincerely,".

Matthew Bettenhausen

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INTRODUCTION

Now entering the eighth 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 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, as they relate to catastrophic natural and manmade incidents in California. 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 Brief of the AAR will provide you with an overview of the following:

- (1) Golden Guardian 2008 Purpose, Goals and Planning**
- (2) Golden Guardian 2008 Scenario**
- (3) Golden Guardian 2008 Analysis: Lessons Learned**
- (4) Exercises and Training: What is it all about?**

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(1) GOLDEN GUARDIAN 2008 PURPOSE, GOALS AND PLANNING

The Governor's Exercise Series Golden Guardian 2008 was a Homeland Security Grant funded exercise designed to assess the response to and recovery from the effects of a catastrophic earthquake. Planning for Golden Guardian 2008 began in 2006 and culminated with a full scale exercise that was conducted November 13-18, 2008. The two overarching mission areas for the exercise were response and recovery. The response phase included a time bridge that "jumped" the exercise "time" forward in order to practice recovery activities at 30 days after the earthquake.

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 2007, the United States Geological Survey (USGS) agreed to provide the scientific model behind the development of a massive regional earthquake that would test these capabilities. The earthquake, a simulated Magnitude 7.8 fracture along a 270 kilometer stretch of the Southern San Andreas Fault, became the basis for the exercise design.

To successfully coordinate the exercise, the former California Governor's Office of Homeland Security established three large exercise planning teams: Inland Region, Southern Region, and State and Federal Agencies. Each of these teams was further divided into local Operational Areas (counties), jurisdictions, state agencies, federal partners and non-governmental organizations. Using the USGS scientific model, the planning teams coordinated simulated events to cause a real time activation of the California State Operations Center, the California Inland and Southern Region Emergency Operations Centers, the FEMA IX Regional Response Coordination Center, seven Operational Area Emergency Operations Centers, and multiple agency and jurisdiction Departmental Operations Centers. The teams also planned drills involving medical triage, mass care and shelter activities, and urban search and rescue operations.

Golden Guardian 2008 became a multi-agency, multi-jurisdictional exercise that was massive in scope. Included under the umbrella of Golden Guardian were several earthquake preparation events and major exercises; such as the former Governor's Office of Emergency Services Southern Region's *Dare to Prepare Campaign*, the regional *Great Shakeout Drill*, the City of Los Angeles' International Earthquake Seminar, the United States Northern Command's exercise *Vigilant Shield 2009*, and the United States National Guard Bureau's regional exercise *Vigilant Guard 2009*. All together, these events tied over 5.5 million Californians to Golden Guardian, making it the largest preparedness exercise ever conducted in the United States.

An extremely valuable component of the exercise was the personal involvement of the Governor, his cabinet and staff. Golden Guardian provided an excellent opportunity to rehearse portions of the State Government's continuity of operations and interoperable communications plans. The Governor evacuated his southern California residence and was joined by many cabinet Secretaries at the Southern Region Emergency Operation Center immediately following the earthquake. While there, the Governor and his cabinet were briefed on the situation and were able to effectively exercise executive decision-making as it relates to a disaster of this magnitude. The Governor's Office was able to exercise their emergency plan which provided a sense of urgency regarding actionable items to participants at all levels.

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Finally, on May 15, 2009, the Governor hosted an Executive Education Seminar for his cabinet and staff. The Seminar provided a forum for senior leaders to discuss several key recovery capabilities including water and utilities, medical surge and mass care, and housing.

The outbreak of the southern California fires necessitated many exercise activities to be scaled back and the recovery phase postponed. Instead of recovery exercise play, participants agreed to address recovery issues through a Regional Recovery Seminar to be held after the real world fire response had subsided. To the credit of California's emergency management system, many aspects of the exercise were played out even while massive response to the Southern California fires was being conducted.

Exercise Objectives, Capabilities, and Activities

Exercise objectives were derived from lessons learned during previous Golden Guardian exercises and other exercise events, newly developed emergency operations plans, and areas needed for assessment. The overarching statewide exercise goals were:

- Coordinate federal, state, and local response and recovery activities
- Assess Interagency Communications
- Evaluate Continuity of Government Operations
- Assess Mass Care and Shelter
- Coordinate State support to Emergency Support Functions and local jurisdictions
- Examine the Regional and State decision making processes

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. Because of the scope of the exercise, the activities related to each capability will be articulated in Section 3 by the participating state agencies.

- **Objective 1: Coordinate federal, state and local response and recovery activities.**
 - Communications
 - Emergency Operations Center Management
 - On-site Incident Management
 - Public Safety and Security Response
 - Critical Resource Logistics and Distribution
 - Emergency Public Information and Warning
 - Fatality Management

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- Triage and Pre-Hospital Treatment
 - Citizen Evacuation and Shelter in Place
 - Medical Supplies Management and Distribution
 - Medical Surge
 - Mass Care and Shelter
 - Volunteer and Donation Management
 - Environmental Health
 - Public Health Laboratory Testing
 - Epidemiological Surveillance and Investigation
 - Restoration of Lifelines
 - Structural Damage Assessment
 - Economic and Community Recovery
 - **Objective 2: Assess interagency communications**
 - Communications
 - Emergency Public Information Warning
 - Emergency Operations Center Management
 - **Objective 3: Evaluate Continuity of Government Operations**
 - Emergency Operations Center Management
 - Communications
 - Critical Resource Logistics and Distribution
 - Environmental Health
 - **Objective 4: Assess mass care**
 - On-site Incident Management
 - Critical Resource Logistics and Distribution
 - Mass Care and Shelter
 - Triage and Pre-Hospital Treatment
 - Medical Supplies Management and Distribution
 - Medical Surge
 - Fatality Management
 - **Objective 5: Coordinate State support to Emergency Support Functions and local jurisdictions**
 - Emergency Operations Center Management
 - Public Safety and Security Response
 - Emergency Public Information and Warning
 - Medical Surge
 - Mass Care and Shelter
 - Fatality Management
 - Public Health Laboratory Testing
-

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- Environmental Health
- Restoration of Lifelines
- Structural Damage Assessment
- Economic and Community Recovery

- **Objective 6: Exercise the decision-making process**

- Communications

(2) GOLDEN GUARDIAN 2008 SCENARIO

Exercise design development of Golden Guardian 2008 was initiated in September 2006 at a regional meeting among officials of the Governor’s Office of Homeland Security, Governor’s Office of Emergency Services, and southern California officials. The officials decided to use Golden Guardian 2008 to assess the State’s response to and recovery from earthquake similar to the one that struck in 1857 at Fort Tejon. Further refinement of the scenario was determined during follow on meetings in early 2007.

In conjunction with the United States Geological Survey, exercise planners developed a scenario involving a M7.8 earthquake along a 270 kilometer segment of the southern San Andreas Fault. The scenario called for a simulated earthquake lasting 90 seconds to strike at 1000 am on November 13, 2008 that would extend from the Salton Sea north to Lancaster, CA and spread into Los Angeles County.

The scientifically determined effects of this notional earthquake were:

- 1,800 fatalities
- 48,000 injuries
- 1,600 fires
- Immediate loss of utilities and drinking water in the region
- Significant infrastructure damage to local road ways and bridges
- Moderate infrastructure damage to the interstate highway system in the region
- 350,000 households displaced
- 213 Billion dollars in economic losses

Major exercise artificialities agreed upon where:

- No Tsunami effect
- No seasonal Santa Ana winds

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Timeline of Events:

Thursday, November 13, 2008

10:00 am: 7.8 earthquake activates along a 270 kilometer segment of the southern San Andreas Fault. The epicenter is Bombay Beach at the Salton Sea. The quake radiates along the fault to the vicinity of Lancaster. The shaking lasts for 90 seconds along all aspects of the fault. Because of soil content, a deviation of the quake travels into the city of Los Angeles.

10:00-10:30 am:

- Utilities, such as water, electricity, internet, and telecommunications are severely disrupted
- Much infrastructure, including a large portion of Interstate 10, is destroyed. High rise buildings in the City of Los Angeles and San Bernardino County collapse
- Emergency Operations Centers throughout the region are activated and initiate damage assessments
- Because of the communications short-fall, the Southern Region Emergency Operations Center is forced to pass its authorities to the State Operations Center
- Agencies of State Government are activated, report to the State Operations Center and establish their Department Operations Centers
- Federal Emergency Management Agency Region IX activates the Regional Response Coordination Center in Oakland California
- The Federal Aviation Administration orders flight restrictions in and out of the region. Domestic and International flights are diverted. All major regional airfields affected, with significant damage to Ontario Airport and March Reserve Air Base
- The President calls the Governor to assure the State that Federal assistance is activated and provides an Emergency Declaration

10:33 am:

- M7.0 aftershock begins in the Salton Sea area
- Significant national and international news coverage begins

1:00 pm:

- The Southern Regional Administrator reclaims his authorities from the State Operations Center
- FEMA's Incident Management Assistance Team arrives at the State Operations Center in Sacramento
- The Office of Emergency Services deploys staff augmentation from OES and other state agencies to assist the Regional Emergency Operations Center
- Joint Information Center activated at the State Operations Center

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- Limited damage reported from the Port of Long Beach

2:00 pm: Damage reports filter in

- Loss of life and serious injuries reported
- Many hospitals and nursing homes report damages and resident deaths
- 1600 fires burning out of control due to loss of water and firefighting teams

3:00 pm:

- California Emergency Medical Services Authority deploys one of its Mobile Field Hospitals to southern California (March Reserve Air Base)
- Voluntary movement of Southern Californians into Inland Region for shelter puts strain on fuel, food, and lodging facilities

4:00 pm:

- Cedar Springs Dam in danger of collapse
- United States Northern Command Incident Assessment Team arrives in Sacramento
- Train transporting radiographic cask derailed

5:00-10:00 pm:

- Focus is responding to life and property saving response activities, developing Mission Assignments, and attempting to restore critical lifelines

10:00 pm - 7:00 am Friday November 14:

- State exercise activities cease around the state, Simulation Cells continue operations for federal entities

Friday, November 14, 2008

3:17 am: A second aftershock of M7.2 strikes west of San Bernardino

5:03 am: Cedar Springs Dam failed.

10:00 am: Twenty-four hours after the initial earthquake a M7.0 aftershock strikes the Salton Sea area

10:00 am -3:00 pm:

- Local efforts concentrate on life saving, fire fighting, evacuation, and determining locations of domestic and international mutual aid
- Significant issues along Interstate-5 northbound as fuel, shelters, and food shortages arise due to a massive flow of residents from Southern California

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- Private sector and community based organizations provide relief where they can with limited resources

5:00 pm:

- From 5:00 PM Friday November 14, through 5:00 PM Saturday November 15, the City of Clovis and the American Red Cross maintain a live mass care and shelter facility involving 300 volunteers.

(3) GOLDEN GUARDIAN 2008 ANALYSIS: LESSONS LEARNED

The purpose of this Executive Brief 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 ability of the California Governor's Office to conduct real-time Continuity of Government Operations. This included the successful movement of the Governor and his Cabinet to Los Alamitos where they were able to exercise real-time executive decision making in response to a catastrophic earthquake
- The validation of the Federal Emergency Management Agency Region IX and California Emergency Management Agency Catastrophic Incident Concept of Operations Plan
- The extensive planning that addressed long-term recovery issues related to a catastrophic earthquake in southern California
- The linkage of Exercise Golden Guardian 2008 with other preparedness events and exercises such as The Great Southern California ShakeOut 2008, Vigilant Guard 2009, and Vigilant Shield 2009

Primary Areas for Improvement

Throughout the exercise, several opportunities for improvement in California's ability to respond to a catastrophic incident were identified. The primary areas for improvement are as follows:

- While a transfer of authority from the Southern Regional Operations Center to the State Operations Center was conducted with some success, it is a complex operation that should be exercised on an annual basis
- Training among federal entities and state agencies is needed on coordination of the Unified Coordination Group
- The Southern Region Emergency Operations Center requires significant facilities upgrades in order to properly respond and provide sustained support to an incident of this magnitude in Southern California

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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 over 5.5 million California citizens participating in the largest preparedness exercise ever conducted in the United States. Through the activities of Golden Guardian 2008, participating citizens, businesses, and communities, increased their level of awareness and are now better prepared to overcome the consequences of one of California's major threats, a catastrophic earthquake.

Local and regional first responders and emergency managers continued to demonstrate expertise in their respective areas. The response phase provided an opportunity to polish their skills in areas such as: rescue, triage, treatment and transport of the injured; conducting assessments of infrastructure damage; and coordinating mutual aid and immediate response with federal installations in the region. Many local government agencies, from police and fire stations to emergency operations centers were driven to execute continuity of operations plans away from areas of normal activity. The exercise provided the opportunity to assess their ability to operate without the comfort of the daily infrastructure. Local public information officers also played a major role in the exercise. After received training throughout the planning cycle, they were able to work with actual and synthetic media to keep the public informed and identify issues requiring resolution from senior decision makers.

Regionally, the initial effects of the earthquake caused the Southern Region Emergency Operations Center to transfer authority to the State Operations Center and then work through the process to transfer it back. Regional and state leaders discovered this to be an extremely complex operation in the midst of a fast-moving catastrophic incident. Developing and implementing a REOC/SOC Transfer of Authority SOP and then train and exercise the SOP on an annual basis, would be beneficial.

Also built into the scenario was a mass evacuation of thousands of people from Southern California into the Inland Region. This gave Inland Region emergency managers an opportunity to conduct mass care and shelter facility operations, which included opening an actual facility for 12 hours. Those agencies and departments involved in mass care and shelter operations know that providing support for tens of thousands of displaced people in a short amount of time is a daunting task. These operations are very complicated and require complex multi-agency and jurisdictional planning and coordination. Therefore it's recommended that those involved in this critical capability receive regular training and mass care and shelter be exercised on an annual basis.

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 draft State of California Emergency Plan and the newly published FEMA Region IX and California Emergency Management Agency Catastrophic Incident Concept of Operations Plan. State and federal partners worked closely to plan, coordinate, and conduct emergency support functions and Unified Coordination Group activities. The coordination of federal Emergency Support Functions and State of California Emergency

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Functions is extremely complex and should be trained on routinely and exercised at some level on an annual basis.

Jurisdictions, agencies, and departments at all levels participated in the decision-making process. The catastrophic nature of the earthquake helped identify gaps in existing mutual aid agreements and forced emergency managers to make decisions prioritizing limited resources in a catastrophic 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 Emergency Medical Services Authority was able to successfully deploy and set up one of its Mobile Field Hospitals from northern California to March Air Reserve Base. The California Highway Patrol and United States Air Force displayed a great example of state and federal coordination and cooperation through their first ever, load-out drill involving preparing and loading CHP vehicles into U.S. Air Force aircraft.

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 2008 was in the recovery function. Subject matter experts at all levels conducted some of the most extensive recovery planning ever contemplated in an exercise. Although the recovery portion of the exercise was postponed due to the fires, the information captured in the planning process could be very valuable in the development of the Southern California Catastrophic Plan.

Finally, the involvement of senior government officials, be they federal, state, or local, was critical to the exercise. The ability to exercise real time executive decision-making as well as practice the Governor's continuity of operations plan were value-added and significantly drove exercise play. It is recommended that, whenever possible, senior level government officials participate as "players" in 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 prevention, protection, response and recovery capabilities in the event of catastrophic natural or manmade incidents. The Golden Guardian 2008 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 2008 laid the groundwork to assess 19 of the 37 United States Department of Homeland Security's Target Capabilities. Despite the onset of the southern California fires which curtailed exercise play, the exercise was an unqualified success. As a result of these multiple coordinated exercises, over 5.5 million citizens, 5340 first responders,

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and over 40 state and federal agencies are better prepared to respond to and recover from a catastrophic earthquake in Southern 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



**Triage and treatment of victim volunteers
November 13, 2008**

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

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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

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(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.



Volunteers play a vital role in Golden Guardian exercises

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



Golden Guardian, November 13, 2008

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.

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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 to enhance response and recovery to terrorist attacks involving Weapons of Mass Destruction (WMD).

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, 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. Golden Guardian is currently the largest statewide exercise program of its kind in the country.

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, California Department of Transportation, University of California, Davis and the CalVolunteers.

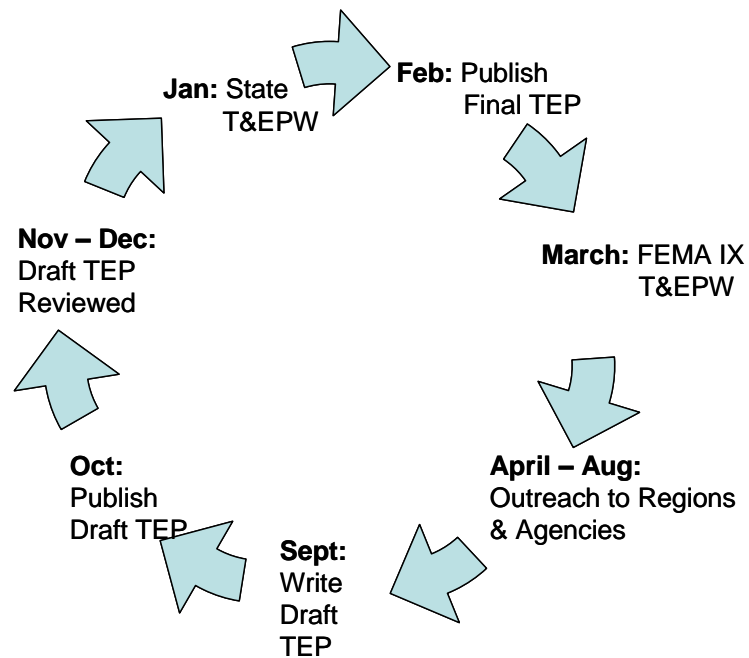
The Cal EMA Multi-Year Exercise Plan

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 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 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) 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.

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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 an annual 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

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The overall goals of the TEPWs 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 TEPWs 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 three 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 TEPW, 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.

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Strategic Goals

Cal EMA has the following strategic goals relating to exercises:

- Synchronize and synergize homeland security exercises being conducted in the State of California through the TEPW process
- Conduct the Governor’s Annual Statewide Exercise Series, “Golden Guardian”
- Support state agencies’ exercise needs
- Conduct functional initiative exercises as directed
- Implement HSEEP Doctrine in California
- 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 Branch 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 Plan
- Expanded Regional Collaboration
- Implement the Interim National Infrastructure Protection Plan

Capability-Specific Priorities

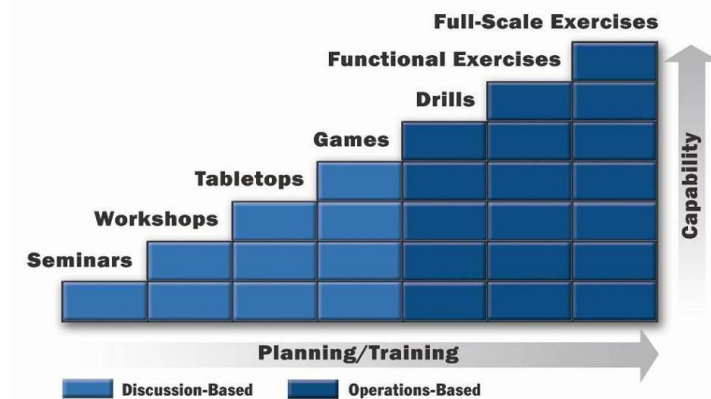
- Strengthen Information Sharing and Collaboration Capabilities
- Strengthen Interoperable Communications Capabilities
- Strengthen CBRNE Detection, Response, and Decontamination Capabilities
- Strengthen Medical Surge and Mass Prophylaxis Capabilities
- Review Emergency Operations Plans and Status of 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

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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 Branch 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 GG08. 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.

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- **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.