



GOLDEN GUARDIAN

2005



GOVERNOR'S
OFFICE OF HOMELAND SECURITY

GOLDEN GUARDIAN
AFTER-ACTION
EXECUTIVE SUMMARY

MAY 2006



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INTRODUCTION

In the years since the attacks of September 11, 2001 California and the nation have made great strides to improve our ability to prevent, prepare for, respond to and recover from a terrorist attack. A key component of this has been the commitment of all public and private agencies to work together towards multi-discipline cooperation and seamless preparation. Exercising the capabilities of these agencies is a vital tool in these efforts. California with its 58 counties, 32 million residents, the 5th largest economy in the world, over 650,000 first responders, 5 major international ports, over 1500 critical infrastructure sites and 10 major metropolitan cities, requires the most robust training and exercise program in the country.

California's Office of Homeland Security (OHS), in partnership with hundreds of federal, State and local agencies, has worked diligently to develop a Homeland Security exercise program that provides an opportunity for capabilities testing, assessment, and improvement. This program features an annual Statewide exercise series named Golden Guardian. Golden Guardian was first conducted in 2004, and was expanded and improved in 2005. Golden Guardian 2006 is currently being planned and promises to be even better.

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

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

- 1. Exercises and Training....What it is all about**
- 2. Federal Strategies and Presidential Directives**
- 3. California's State Homeland Security Strategy for Preparedness**
- 4. OHS' Exercise Plan**
- 5. Golden Guardian 2005 Purpose, Goals and Planning**
- 6. Golden Guardian 2005 Scenario**
- 7. Golden Guardian 2005 Analysis - Lessons Learned**

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

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

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

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



State Operations Center,
Sacramento August 6, 2004

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

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

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

(2) FEDERAL STRATEGIES AND PRESIDENTIAL DIRECTIVES

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

National Strategy for Homeland Security, July 2002

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

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

Homeland Security Presidential Directives

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

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

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

National Preparedness Goal

Required by HSPD 8, the National Preparedness Goal establishes measurable priorities, targets, and a common approach to developing needed capabilities. It enables the Nation to answer three key questions:

- ◆ “How prepared do we need to be?”
- ◆ “How prepared are we?”
- ◆ “How do we prioritize efforts to close the gap?”

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

National Incident Management System (NIMS)

The 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), the NIMS provides the nation’s first responders and authorities with the same foundation for incident management for terrorist attacks, natural disasters, and other emergencies.

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



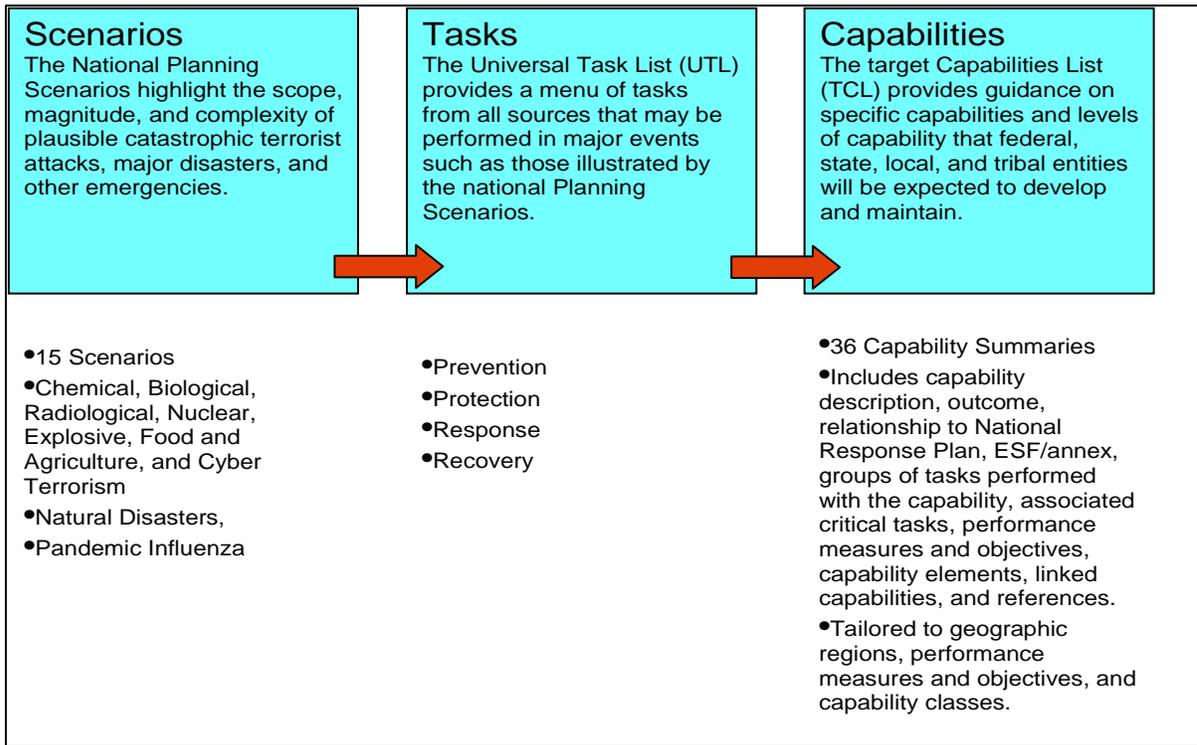
National Response Plan

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

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

After Action Report/Improvement Plan

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



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

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

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

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

State Strategic Objectives

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

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

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

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

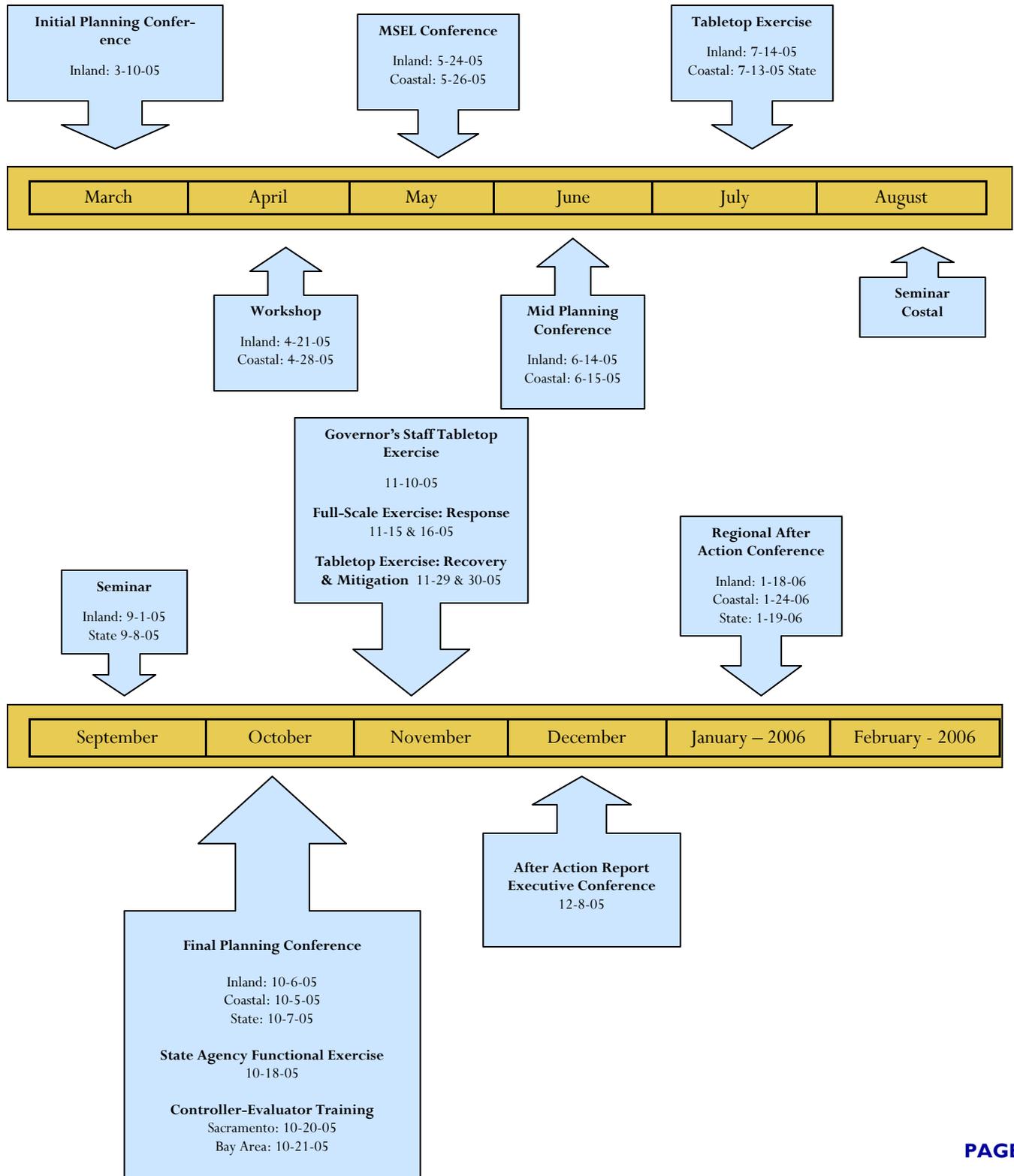
A key component of the State's Homeland Security Strategy is the OHS Training and Exercise Program. This multi-agency, multi-disciplinary team provides training and exercises for California's emergency responders that are systematically developed and coordinated to respond and recover from terrorist attacks using weapons of mass destruction.

(4) OHS' EXERCISE PLAN

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

The OHS exercise team was developed around subject matter experts (SME's) from the eleven (11) core disciplines that the Office of Domestic Preparedness (now the Office of Grants and Training) identifies as having primary responsibility in Homeland Security incidents.

GG05 Timeline



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The 11 disciplines include:

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



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

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

Last year, the Golden Guardian Exercise Series integrated over 3500 participants from more than 165 State, local, and federal agencies, and departments. Golden Guardian, over the course of the year, was comprised of a series of 17 exercises and 14 planning conferences involving hundreds of planners, senior policy makers, emergency management professionals and first responders: three seminars; three workshops; three table top exercises; one functional exercise; two exercises for Governor and senior officials in the California; two intelligence exercises; one full scale exercise; one recovery table top exercise; and one mitigation table top exercise.

The OHS Three-Year Exercise Plan

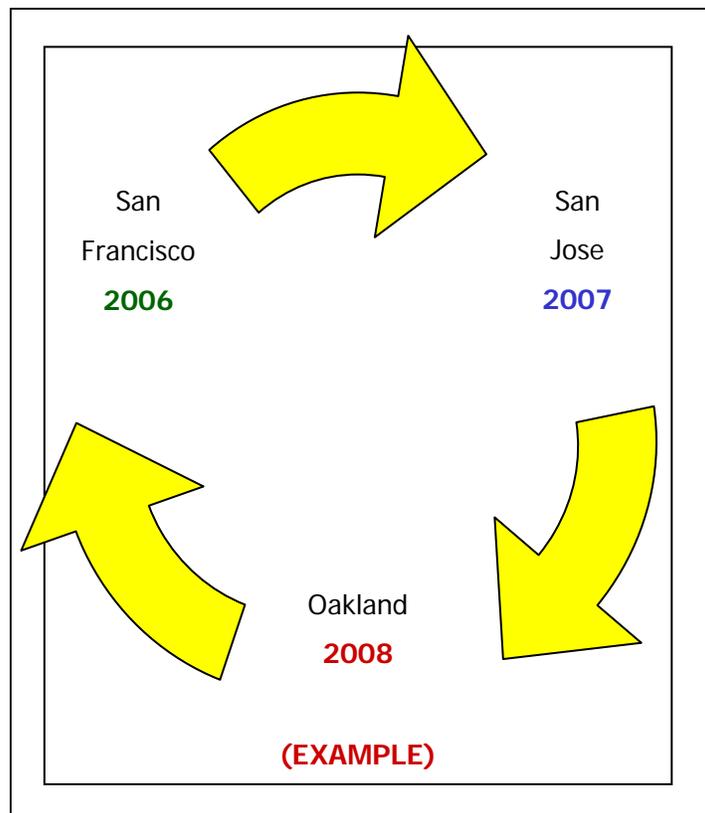
OHS is focused on providing participating agencies (all levels of government and private industry) with exercise events tailored to emphasize readiness for man-made or natural catastrophic events, as well as terrorism or Weapons of Mass Destruction (WMD) events (i.e. Chemical,

Biological, Radiological, Nuclear or Explosive). Optimally, the State's plan is to conduct training, drills, and exercises at the local level (city/county/operational area) and progress in complexity to the regional, State-wide, and cross-border levels. These exercises are progressive in nature and designed to train, drill, and improve technical specialty assets in public safety and emergency management agencies.

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

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

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



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The culminating product of the EPW's is the rolling Three-Year Exercise Plan which is designed to systematically test preparedness capabilities at the local jurisdiction, county (operational area),

regional and State levels. The goal is met through the annual State-wide Golden Guardian exercise series, in addition to the functional area initiatives mentioned earlier, and any other exercises that local and regional exercises have planned based on USDHS HSEEP doctrine.

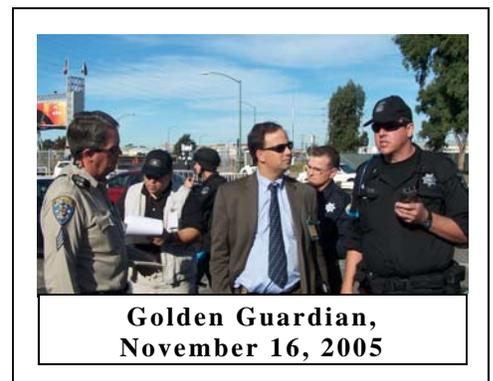
This Three-Year Exercise Plan allows for coordinated exercise planning of the State of California's agencies, as well. The plan includes a description of the California preparedness program, exercise methodology, and program maintenance and evaluation requirements. The plan also includes common acronyms, the grant guidance from the US Department of Homeland Security for that particular planning cycle, the State Homeland Security Strategy, minutes from the most recent T&EPW, and a three year schedule of exercises constructed to address a variety of state, county and local capabilities and requirements.

The exercise plan is considered a living document and is updated on a periodic basis (semi-annually) and during the annual EPW to reflect changing needs. This plan is implemented and managed by OHS with support from other State agencies.

The capstone of the Three-Year Exercise Plan is the annual Golden Guardian Exercise Series. Golden Guardian is a series of exercises starting with a Seminar and working up through workshops, tabletop exercises, functional exercises to the final full scale exercise. This is all done in a building block approach; each exercise building upon the lessons of the prior one. The Golden Guardian Exercise series is to be multi-agency, multi-jurisdictional, and multi-dimensional based on the National Priorities, the National Scenarios, the Target Capabilities List and the Universal Task List.

The multi-year cycle of exercises addressed by the three year plan for California is intended to promote consistency in all areas including operational procedures by administrative services, transportation, fire services, emergency medical services (EMS), public health, hospital, correctional facilities, law enforcement, transportation, and environmental protection personnel among 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.

OHS has the following strategic goals relating to exercises:



- ◆ State of California involvement in national initiatives, exercises and policy-making.
- ◆ Produce an annual, statewide WMD exercise (Golden Guardian).
- ◆ Provide an exercise series based on venues with public mass gatherings (large stadiums, civic centers, etc).

- ◆ Maintain and update the Grants and Training (G&T) former ODP portal.
- ◆ Develop and produce a series of functional exercises in the following area:
 - ◇ Public mass gathering (large stadiums, civic centers, etc.)
 - ◇ Cyber security and cyber terrorism
 - ◇ Continuity of Operations/ Continuance of Government (State agencies)
 - ◇ Agricultural Industry
 - ◇ Ports
 - ◇ Mass transit
 - ◇ Small Rural Counties
 - ◇ Critical infrastructure nodes (power grids, power plants, oil refineries, etc.)

OHS's Training and Exercise Division's goals are based on the strategic goals and objectives developed by the California Office of Homeland Security. The State of 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

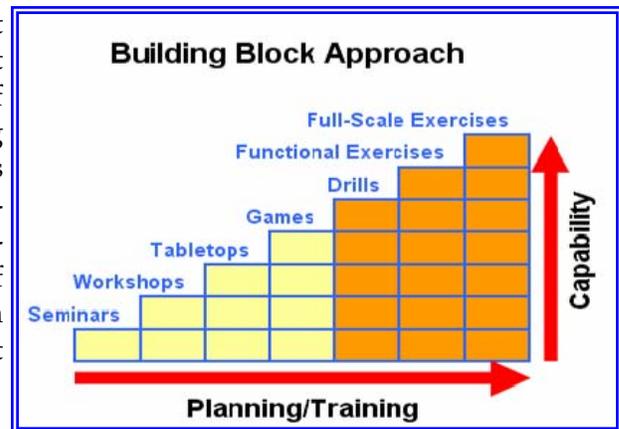
Capability-Specific Priorities

- ◆ Strengthen Information Sharing and Collaboration Capabilities
- ◆ Strengthen Interoperable Communications Capabilities
- ◆ Strengthen CBRNE Detection, Response, and Decontamination Capabilities
- ◆ Strengthen Medical Surge and Mass Prophylaxis Capabilities

Golden Guardian Planning - A Building Block Approach

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

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



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

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

Exercise Development and the Planning Cycle

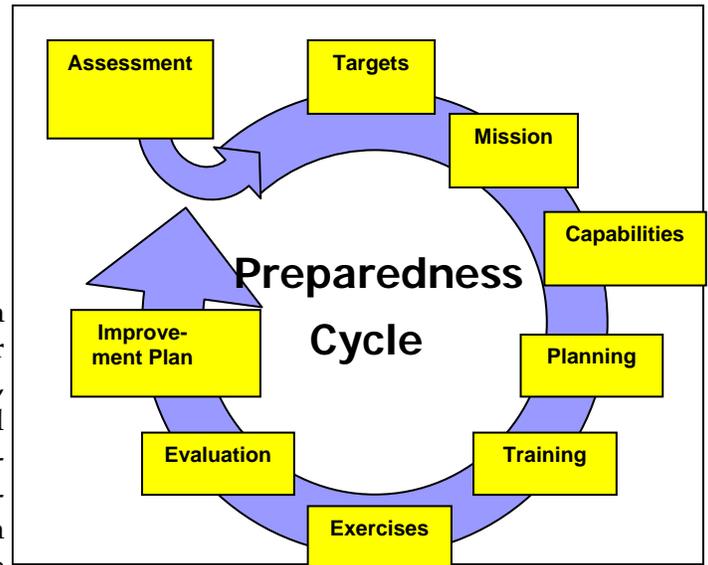
Exercise planning should not exist in a vacuum and should be integrated into an overall community preparedness program. The following cycle is conducted annually:

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

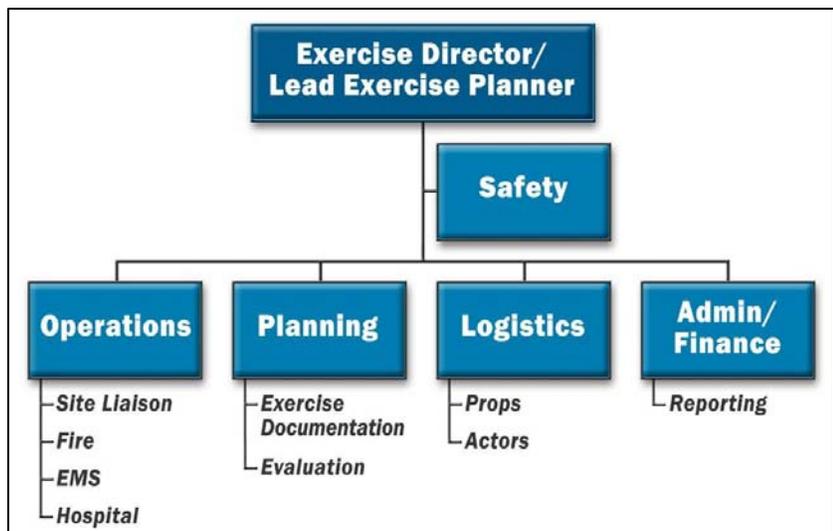
- ◆ Conduct Training
- ◆ Conduct Exercises
- ◆ Evaluation Exercises/Training
- ◆ Track Improvement Plans

The Exercise Planning Team

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



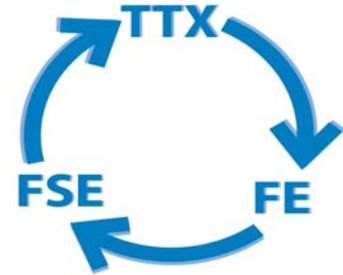
The team’s project management principles reflect NIMS, with clearly defined roles and responsibilities and a manageable span of control. Planning team members also help develop and distribute pre-exercise materials and conduct exercise briefings and training sessions. Due to this high level of involvement,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



The following events took place during the year-long planning cycle for Golden Guardian 2005. Each planning meeting, seminar and workshop was conducted three times, once each for the participating regions (Inland and Coastal regions) and once for State agencies:

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

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



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

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

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

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

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

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

(5) GOLDEN GUARDIAN 2005 PURPOSE, GOALS AND PLANNING

GOLDEN GUARDIAN EXERCISE 2004 (GG04)

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

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

Golden Guardian and the Future

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

- ◆ Activate the State Operations Center (SOC)
- ◆ Activate all three Regional Operation Centers (REOC)
- ◆ Utilize one or more of the 15 national scenarios
- ◆ Involve a major port
- ◆ Involve a major metropolitan area in each of the three regions on a yearly rotational basis
- ◆ Tie critical infrastructure sites from the functional area exercise series as venues

Building upon Golden Guardian 2004 lessons learned and recommendations in the After- Action Report, Golden Guardian 2005 (GG05) was designed and planned to involve terrorist incidents in multiple venues in Sacramento and Oakland. The Golden Guardian Statewide Exercise Series has become the annual multi-agency, multi-jurisdictional, state-wide exercise conducted to coordinate response mechanisms of city, county and State governmental entities, private sector, and volunteer

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organizations in response to potential terrorist and natural catastrophic events. An important factor 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.

The year long GG05 planning process culminated in November 2005 with a full scale exercise involving over 3500 participants from more than 165 state, local, and federal agencies, and departments, far exceeding the participation in 2004. Golden Guardian, over the course of the year, was comprised of a series of 17 exercises and 14 planning conferences involving hundreds of planners, senior policy makers, emergency management professionals, and first responders: three seminars; three workshops; three table top exercises; one functional exercise; two exercises for Governor and senior officials in the California; two intelligence exercises; one full scale exercise; one recovery table top exercise; and one mitigation table top exercise. The exercise series also tested the transition from the intelligence operations phase of a potential terrorism event to the integrated response phase, notification procedures, resource coordination/allocation, and recovery/mitigation. Golden Guardian 2005 eclipsed the federal Government's biannual exercise program, Top Officials Exercise (TOPOFF), in its breadth and scope.

The purpose of Golden Guardian 2005 was to test and identify areas for improvement of local, State, and federal government agencies, volunteer organizations, and private industry activities in response to terrorist events using Weapons of Mass Destruction. These goals, taken from the *California Homeland Security Strategy* and lessons learned from previous exercises, were developed into the Golden Guardian 2005 exercise goals:

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

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

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

Exercise Planning Methodology for Golden Guardian Exercise 2005

The Golden Guardian 2005 planning cycle began in September 2004 with a strategy meeting to identify and establish overarching exercise goals.

The USDHS, 2005 Homeland Security Grant Guidance required the conducting of two discussion based and one operations based exercises to test state and local response to an improvised explosive device (IED) incident as part of acceptance of 2005 grant funds. This scenario was used as the overarching frame work of Golden Guardian 2005. Regional and State agency planning started in earnest in February 2005 and continued to exercise execution in November 2005.

Exercise planners, subject matter experts, and representatives from State and local agencies participated in the planning process, conduct, and evaluation of the exercise. An aggressive series of concept meetings, seminars, workshops, and tabletop exercises were conducted. As the event drew near, separate additional tabletop exercises were held for State agency directors and members of the intelligence community to facilitate and familiarize those involved with their roles in this scenario and the State Emergency Plan. Additionally, a functional exercise was held for members of the State Operations Center staff. Following the full scale exercise in mid-November, a two day recovery and mitigation tabletop exercise was conducted involving federal, state and local recovery experts.

A series of after-action meetings were conducted in December 2005 and January 2006 providing the forums for the After-Action Report and Improvement Plan development.

(6) GOLDEN GUARDIAN 2005 SCENARIO

Golden Guardian 2005 opened with three improvised explosive devices (IED's) exploding on three rail cars and sniper fire at the Union Pacific Rail Yard in Roseville, California. The ensuing fire,

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chemical ground release, and mixed vapor cloud affected over 450,000 citizens in the Roseville and Citrus Heights neighborhoods driving the issues of evacuation and mass care and sheltering. Two responsible individuals escaped into the rail yard and were eventually taken into custody by Special Weapons and Tactical Response (SWAT) operation, involving five law enforcement agencies.

Several minutes later multiple small back packs detonated at an Art Fair in Jack London Square, Oakland, California. The explosions released VX Gas and affected over 250 civilians. One back pack failed to explode and became part of the evidence chain identifying a terrorist attack on multiple sites in California. Several individuals, who had been seen wearing the back packs, were observed leaving the scene in a blue Honda. The vehicle and terrorists were later located and a SWAT operation in the Alameda Point area involving four (4) law enforcement agencies, was conducted.

Later in the exercise, in West Sacramento, at a large industrial facility an unexploded back pack was found strapped to a large chemical tank car. The local fire and law enforcement agencies, with an Explosive Ordinance Device (EOD) Team successfully rendered the device safe.

At the Tower Bridge, between West Sacramento and Sacramento, a gasoline tanker exploded and burned on the approach into the Capitol. A multiple vehicle accident at the site trapped a large Liquid Propane Tanker Truck in the burn area. The tanker, in danger of exploding, could have caused a possible fire ball capable of incinerating everything with a one half mile radius of the incident. The State Capitol was in danger of being destroyed with significant major injuries. The California Highway Patrol activated a full evacuation of the Capitol. Multiple State buildings on Capitol Mall and the General Services Building in West Sacramento executed their evacuation procedures. This mass evacuation of several thousand state workers caused Continuity of Operations and Continuances of Government (COOP and COG) issues within State agency buildings. During the fireground operations, evidence was found that indicated the Roseville Rail Yard, the Tower Bridge, and Jack London Square were potentially an organized terrorist event.

Prior to the evacuation of the major portion of downtown Sacramento, a credible bomb threat was received at the Westfield K Street Mall. An unexploded back pack was found by on site security, the device was isolated and evacuations conducted. Westfield Mall private security personnel, Sacramento Police Department and EOD personnel were able to render the device safe.

At Jack London Square, Fire and Hazardous Materials units attempted to neutralize the area and treat victims. During this process an ambulance exploded in the staging area near the incident site, causing several injuries and fatalities. In response to this secondary attack, the unified command directed increased security measures throughout the remainder of their operations.



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(7) GOLDEN GUARDIAN 2005 ANALYSIS - LESSONS

Within the hour, in Sacramento, the University of California Medical Center received a credible bomb threat. The University Police found an abandoned ambulance in front of the Emergency Room entrance, and evaluated the possible evacuation of patients and personnel. Upon further investigation, the officers observed what appeared to be a large explosive device inside the ambulance and started full evacuation procedures. The University Medical Center Emergency Operations Center was activated and evacuation procedures for the hospital continued. University Police and Sacramento Police Officers isolated the ambulance and secured the hospital grounds. A mutual aid EOD team responded and was able to render the device safe. Credible bomb threats were also received by numerous hospitals in San Mateo County, Alameda County, and Contra Costa County. The hospitals involved, activated their security and evacuation procedures.

The final event in the Golden Guardian 2005 Exercise was the explosion of a container being removed from a ship in the Port of Oakland. The shipping container contained hazardous materials and caused multiple casualties and fatalities. Increased security levels and associated Standard Operating Procedures (SOPs), for all port operations were activated by the Port of Oakland management and their EOC. This incident resulted in mutual aid requests for fire companies, local police, and the U.S. Coast Guard to mitigate blast and fire affects.

This analysis gives an overview of identified strengths, areas for improvement, and how well the major objectives of Golden Guardian were met: The complete list of lessons learned is contained in the main AAR document.

Demonstrate pre and post event coordination of intelligence communications networks, law enforcement information, and information flow between intelligence agencies

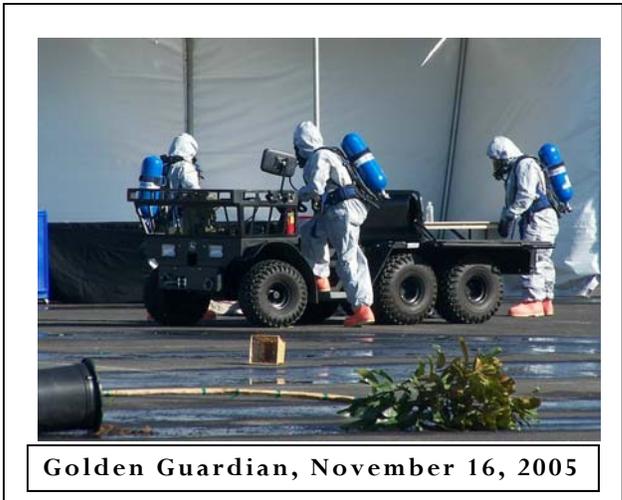
- ◆ Overall this goal was met with success as local law enforcement agencies worked with FBI representatives. The use of the Groove software system and Joint Regional Information Exchange System (JRIES) proved highly effective.
- ◆ Standardizing the intelligence community communication process among agencies for processing and dissemination of information and intelligence within the law enforcement community needs improvement as data should be shared as widely and rapidly as possible once owning agencies have processed the information.
- ◆ Agencies holding increased levels of strategic information need to share that information (while maintaining classification concerns) to participants of all levels.

Demonstrate coordination activities and use of Response Information Management System (RIMS) for requesting resources, and Standardized Emergency Management System (SEMS) in response to Improvised Explosive Devices with a chemical release

- ◆ At practically all operation centers RIMS continued to be problematic. Recent upgrades notwithstanding, the system was considered not user friendly and often not supportive of growing emergency situations. RIMS training is required at all levels.
- ◆ SEMS overall was successful. However, the need for additional training on Unified Command, Resource Management, and Standardized Emergency Management System was identified.
- ◆ Additional training is needed in the transition process from incident site, to local Emergency Operations Center, to the Regional Emergency Operations Center to enhance communications between field units and command control elements.

Demonstrate the activation of local, regional and State emergency operations centers

- ◆ Emergency Operation Centers were alerted and mobilized in a generally effective manner, however, several Emergency Operation Centers lacked updated call rosters. The first hours were spent reacting to individual events and gaining situational awareness one event at a time. Media reports, including live coverage of events from the field, provided initial updates, but added to the *fog of war* by, in some cases, providing an inaccurate picture of what was occurring.
- ◆ Staffing at the State Operations Center and the Coastal Region Emergency Operations Center was not adequate for an event of this magnitude. Training in conducting shift changes must be conducted. Training is needed in conducting advance planning in a rapidly changing environment.
- ◆ Crisis management training is needed for emergency management officials, especially supervisors. In the State Operations Center, management teams held multiple meetings which resulted in lack of direction or coordination of various staff officers. The multiple scenario incidents required the staff to work faster than could be managed by the leadership.
- ◆ There needs to be a FBI Liaison Team in the State Operations Center that represents all four FBI Field Offices (San Diego, Los Angeles, Sacramento, and San Francisco) when there are multiple terrorist events within different FBI Field Office jurisdictions.
- ◆ Those units which exercised together frequently performed better and shared success.



Demonstrate use of multiple communication channels and procedures at the local, operational area (OA), regional, State and federal levels

- ◆ Radio Interoperability was tested and found lacking. Radio interoperability and shared frequencies were noted as needing systems improvement and user training. Field communications were not monitored by emergency managers. Additional interagency training on communications systems between fire and law enforcement, and field units and command and control agencies must be conducted.
- ◆ Alternate communications plans need to be developed to ensure communication at all levels can be maintained when land line telephone, cellular telephone, and computer internet service is lost for extended periods of time. These plans and alternate communication systems need trained on and exercised frequently.
- ◆ Command posts were unable to maintain situational awareness with responders working in the contaminated zones due to the lack of a workable communication system that is compatible with personal protective equipment.

Demonstrate Joint Information Center (JIC) activities

- ◆ Training in Joint Information Center operations is needed at all levels (State and local) to ensure a single message is shared throughout the State. Additionally, media and government collaboration must happen prior to incidents of any type to ensure news vendors provide timely and correct data and not rumors contrary to factual reporting.
- ◆ There was an inability of government officials to get accurate and up to date information prior to scheduled news conferences.

Demonstrate the integration of the National Response Plan (NRP) with State Operations

- ◆ The integration of the NRP with State Operations is still on-going and requires an extensive amount of work and training.

CONCLUSION

California's statewide Golden Guardian 2005 exercise was an aggressive attempt to involve government and private resources in prevention, protection, response, and recovery of multiple terrorist attacks using Weapons of Mass Destruction across various infrastructure entities throughout the State.

To a great extent the GG05 Exercise Planning Team, comprised of more than 100 agencies and facilitated by OHS, succeeded in developing a robust scenario of events involving local emergency responders, government agencies, the intelligence community, senior cabinet officials, and private sector representatives which stressed the system.

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An exercise of this magnitude contained many successes as well as highlighted areas requiring improvement. Both were experienced during the planning and execution of Golden Guardian 2005. However, all participants agree the process brought representatives of many agencies together for the first time. Some of the strengths noted during Golden Guardian 2005 were:

- ◆ Networking and enhanced communications between staff members of various State agencies
- ◆ Refinement of relationships between the California intelligence infrastructure and their federal counterparts
- ◆ Response of the statewide mutual aid response system

Well over 500 objectives were developed for this exercise. Many of these objectives were addressed with varying degrees of success. Due mainly to exercise constraints, many objectives were not accomplished. However, from the objectives attained, several lessons learned and areas for improvement in the State's ability to respond to a Weapons of Mass Destruction terrorism event were identified:

- ◆ Communications architectures at all levels require enhancement and training.
- ◆ Incident and Unified Command Systems require continual training and practice.
- ◆ Joint Information Center activities must continually be trained and practiced as public information and warning messages need to be improved.
- ◆ Response Information Management System (RIMS) modifications must be completed, training enhanced, and usage more common place during routine day to day operations.
- ◆ Staff increases are required in emergency operation centers, especially in the medical and mental health areas.
- ◆ Intelligence sharing processes must continue to be formalized throughout the intelligence community.
- ◆ Standardized Emergency Management System (SEMS) training must address operational and advanced planning requirements for rapidly changing environments during multiple terrorism or catastrophic events.
- ◆ Interagency awareness of critical requirements concerning public health and the care and shelter of special need populations needs to be improved.
- ◆ Communications interoperability should continue to be improved to meet state and national standards.

The 2006 Golden Guardian cycle is currently in the planning stages. This exercise will build upon enhanced agency partnerships, improved collaboration, strengthened resources, and the results of the 2004 and 2005 Golden Guardian exercises. Golden Guardian 2006 will enable California agencies to further assess and evaluate capabilities to prevent, protect, respond, and recover in the event of terrorist attacks using Weapons of Mass Destruction or catastrophic natural events.

As planning for Golden Guardian 2006 progresses, State agencies and local jurisdictions can use the results and lessons learned from this exercise to refine plans, procedures, and training for terrorism and catastrophic incidents. Jurisdictions not participating in Golden Guardian 2006 should incorporate appropriate lessons learned into their training programs to enhance local preparedness for their regions. Hopefully this report will provide a basis to develop training priorities and resource expenditures to improve the State's abilities to prevent, protect, respond, and recover from Weapons of Mass Destruction terrorism attacks or any other man-made or natural catastrophic incident.