

GOLDEN GUARDIAN 2004

Exercise Series



After Action Report

EXECUTIVE SUMMARY

Homeland security preparedness involves a cycle of outreach, planning, capability development, training, exercising, evaluation, and improvement. Successful exercises lead to an ongoing program of process improvements. This After Action Report (AAR) is intended to assist agencies striving for preparedness excellence by analyzing exercise results as well as:

- identifying strengths to be maintained and built upon,
- identifying potential areas for further improvement, and
- recommending exercise follow-up actions.

This AAR was produced in accordance with the guidance provided in the U.S. Department of Homeland Security (DHS), Office for Domestic Preparedness (ODP) Homeland Security Exercise and Evaluation Program (HSEEP) Volume II, Exercise Evaluation and Improvement. Accordingly, exercises are to be evaluated using the Exercise Evaluation Guides (EEG) provided in Appendix C. The numbered tasks used in this AAR follow those in Appendix C of HSEEP Volume II.

The suggested actions in this report should be viewed as recommendations only. In some cases, agencies may determine that the benefits of implementation are insufficient to outweigh the costs. In other cases, agencies may identify alternative solutions that are more effective or efficient. Each agency should review the recommendations and determine the most appropriate action and the resources needed (time, staff, and funds) for implementation.



The State of California held a series of exercises “Golden Guardian 2004” designed to test and strengthen their current emergency response capabilities. The first exercise in the series, a Senior Leaders Seminar, conducted on June 28, 2004 was designed to strengthen awareness and coordination of emergency response plans and capabilities. The second exercise, a tabletop exercise, conducted on July 8, 2004, was designed to test and evaluate emergency response plans, policies and procedures. The third and final exercise was the 2-day statewide full scale exercise, conducted on August 5-6, 2004, designed to test and evaluate operational and tactical capabilities of responding agencies.

These exercises gave participants an opportunity to evaluate current response concepts, plans, and capabilities for a response to multiple terrorist incidents across the state of California. The exercise focused on key emergency management coordination, critical decisions, and the integration of Federal and State assets necessary to save lives

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and protect public health following a terrorist incident. The cycle of planning, training, exercising, and making improvements is key to success in conducting an emergency response to a weapons of mass destruction (WMD) incident. Follow-up exercises should test specific improvements instituted as a result of these exercises.

The Golden Guardian series of exercises were co-sponsored by the California Homeland Security Exercise and Evaluation Program (HSEEP), California Governor's Office of Emergency Services (OES), and the U.S. Department of Homeland Security, Office for Domestic Preparedness (ODP).

TABLE OF CONTENTS

Golden Guardian Exercise Series - Executive Summary	ii
Table of Contents	iv
Chapter 1: Seminar	1-1
Seminar Introduction	1-2
Seminar Objectives	1-3
Seminar Overview	1-4
Participating Agencies	1-5
Exercise Points of Contact	1-6
Seminar Design	1-7
Chapter 2: Tabletop Exercise	2-1
Tabletop Exercise Introduction	2-2
Tabletop Exercise Objectives	2-3
Tabletop Exercise Overview	2-4
Participating Agencies	2-5
Exercise Points of Contact	2-6
Tabletop Exercise Design	2-7
Analysis of Critical Task Performance	2-8
Participant Exercise Evaluation Score	2-19
Participant Comments	2-20
Chapter 3: Full Scale Exercise	3-1
Full Scale Exercise Introduction	3-2
Full Scale Exercise Overview	3-3
Participating Agencies	3-4
Exercise Points of Contact	3-6
Full Scale Exercise Design	3-7
Full Scale Exercise Objectives	3-9
Exercise Events Synopsis	3-10
Analysis of Mission Outcomes	3-16
Analysis of Critical Task Performance	3-18
Participant Exercise Evaluation Score (Day 1)	3-37
Participant Comments (Day 1)	3-38
Participant Exercise Evaluation Score (Day 2)	3-39
Participant Comments (Day 2)	3-40
Golden Guardian Exercise Series - Conclusion	4-1
Appendix A: Improvement Plan Matrix	A-1

CHAPTER 1

SENIOR LEADERS SEMINAR

SEMINAR INTRODUCTION

California Homeland Security Exercise and Evaluation Program (HSEEP) and the California Governor's Office of Emergency Services (OES), in cooperation with the U.S. Department of Homeland Security, Office for Domestic Preparedness (ODP), sponsored the Golden Guardian 2004 Senior Leaders Seminar. The Senior Leaders Seminar was held on June 28, 2004 at the State Operations Center (SOC) in Mather, California. This seminar brought together policy-makers in the areas of emergency management, law enforcement, fire services, medical and health services, public works, and other State agencies in order to strengthen awareness and coordination of emergency response plans and capabilities within the State.

SEMINAR OBJECTIVES

The *Senior Leaders Seminar* design team selected the following emergency management focus areas to be addressed during the seminar:

- California Emergency Response Plan (ERP) & Terrorism Annex
- Standardize Emergency Management System (SEMS)
- Communication and coordination to/and from local, Operational Area (OA), Regional, State, Federal responders
- Intelligence flow to/from local, OA, Regional, State, Federal agencies

SEMINAR OVERVIEW

Exercise Name

Golden Guardian 2004 Senior Leaders Seminar.

Duration

The Golden Guardian 2004 Seminar was conducted over the course of one (1) day.

Exercise Date

Monday, June 28, 2004.

Type of Exercise

Senior Leaders Seminar.

Sponsor

The United States Department of Homeland Security (USDHS), Office for Domestic Preparedness (ODP), California Homeland Security Exercise and Evaluation Program (HSEEP) and the California Governor's Office of Emergency Services (OES).

Funding Source

USDHS, ODP, Homeland Security Exercise and Evaluation Program (HSEEP).

Focus

Educational presentation and discussion of terrorism response capabilities.

Classification

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Exercise Location

State Operations Center (SOC), Mather, California.

PARTICIPATING AGENCIES

Federal Agencies

U.S. Department of Homeland Security - Office for Domestic Preparedness

State Agencies

California Governor's Office of Emergency Services
California Department of Corrections
California Department of Transportation
California Homeland Security Exercise & Evaluation Program
California Department of Food & Agriculture
California Department of Toxic Substances Control
California Department of Social Services
California Health & Human Services Agency
California Conservation Corps
California Highway Patrol
Emergency Medical Services Authority
California Department of Water Resources
California Environmental Protection Agency
California Department of General Services
California State Parks
California Department of Fish & Game
California Department of Justice
California Military Department
California Department of Forestry

Other

CUBIC Defense Applications

Total Participants: 48

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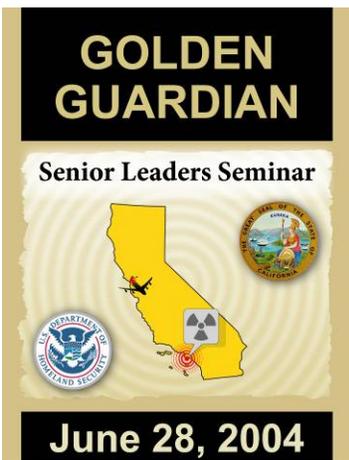
SEMINAR DESIGN

Welcoming Remarks

BG John Alexander, Assistant Adjutant General, California Military Department

Ronald Iden, Director of the Governor's Office of Homeland Security

Chief Dan Haverty DPA, Deputy Director, California HSEEP



Participants were welcomed to the Senior Leaders Seminar by Brigadier General John Alexander, Assistant Adjutant General, California Military Department and Ronald Iden, Director of the Governor's Office of Homeland Security (OHS). Welcoming remarks focused on the real threat of terrorism. "We've dodged the bullet here," Mr. Iden quoted from a Los Angeles Times article covering the 9-11 Commission Report. There are growing concerns that terrorists want to hurt us, and influence the vote as was done in Spain. In response, our government has made a clear emphasis on getting money to first responders. The new focus is to maintain emphasis of response and recovery, while developing prevention strategies to increase the State's capacity to prevent a terrorist incident. Therefore, we must be diligent and

increase the State's ability to assess the threat, increase staffing to deal with threat assessment, beef up security at critical infrastructure sites, and get information into the hands of the people that need it.

Chief Dan Haverty DPA, Deputy Director California Homeland Security Exercise and Evaluation Program provided participants with an overview of the day's events and an overview of the Golden Guardian 2004 exercise series. Chief Haverty briefly discussed the evolution of the Golden Guardian exercise series and its relationship with the Department of Defense's Determined Promise 2004 (DP-04), Asymmetric Warfare Initiative 2004 (AWI-04), and the Transportation Security Administration (TSA) exercise in the San Francisco Bay area.

Standardized Emergency Management System (SEMS)



Tony Ferrara, Chief, California Specialized Training Institute (CSTI), OES

Mr. Ferrara provided an overview and history of the SEMS incident management system. "In California, because of SEMS we are ahead of the game." Mr. Ferrara began his presentation by recognizing the 1993 legislation signed by then Governor Pete Wilson that became the legal basis for SEMS. Government agencies are required to use it. Those that

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are involved in emergency response are required to train responders to use it. Two things make SEMS work: 1) standardized functions and 2) established command/management. Primary functions are: management, operations, planning/intelligence (i.e., action planning), and logistics. SEMS organizational levels are: state levels (e.g., SOC), regional Level (e.g., Regional Emergency Operations Center and Operational Area Emergency Operations Centers, local government level (e.g., city emergency operations centers), and field level (e.g., Department Operations Centers). Role of Executives in SEMS include:

- Provide resources
- Ensure the development of plans
- Prioritize pre-emergency mitigations
- Continue to make training a priority
- Ensure budgetary support for training
- Support/participate in exercises
- Ensure organizational readiness
- Ensure clear policy for EOC managers
- Ensure clear lines are defined delegation of authority
- Encourage participants to make SEMS part of their organizational culture

California Emergency Plan

Phyllis Cauley, Manager, Planning & Technological Assistance Branch, OES



Ms. Cauley began by providing an overview and history California Emergency Plan. The plan coordinates all phases of states emergency management and is always operational. The plan assumes we use SEMS, that emergency response is coordinated at the lowest level of government, that local authorities maintain control, mutual aid is requested as needed, and requests for assistance are requested when there is loss of life or property. The California Emergency Plan establishes the California emergency organization including federal government partners, the private sector, and volunteer organizations. The California State Plan is only one part of an emergency management system, and works in concert with departmental emergency plans, local government emergency plans, federal government emergency plans, and State agencies continuity of government plans.

Statewide Terrorism Threat Assessment Center (STTAC)

Lt. Steve Weston, California Highway Patrol (CHP)

Lt. Weston began by providing an overview and history of the STTAC. Its goal is to create a one stop, 24/7 terrorism information exchange center for law enforcement, military, fire services, emergency medical and health services, and public works organizations. The STTAC works in conjunction with the California State Warning Center. This center is capable of analyzing information, contacting the Federal Bureau of Investigation (FBI) headquarters to determine whether a suspected person is on the "person of interest" list with terrorism watch centers. This center will also serve as a referral and liaison center for the FBI's Joint Terrorism Task Force (JTTF).

State Threat Advisory Committee (STAC)

Gary Winuk, Chief Deputy Director, OHS

Mr. Winuk began by providing an overview and history of the STAC. Its purpose varies depending on circumstances. STAC provides senior leaders from state government agencies a terrorism advisory forum for the sharing information, recommendations, continued interaction with law enforcement agencies, OES, and OHS representatives.

Military Support to Civil Authorities

George Greenleaf, Information Operations, Naval War College, Newport, RI

Mr. Greenleaf began by providing an overview of Northern Command's (NORCOM) mission. "NORCOM is to protect the United States from terrorism and provide support to civil authorities." While the military will provide supporting services to civil authorities it will not take leading roles. When federal assistance is requested from a state government, the Department of Defense (DOD) will be one of the last federal departments to assist. Once DOD assets are requested, however, the Defense Coordinating Officer (DCO) is dispatched to coordinate the DOD response. For large scale disasters DOD may deploy a Joint Task Force (JTF) Commander, to coordinate multiple teams.

CHAPTER 2

TABLETOP EXERCISE

TABLETOP EXERCISE INTRODUCTION

California Governor's Office of Emergency Services (OES) and the California Homeland Security Exercise and Evaluation Program (CA HSEEP), in cooperation with the U.S. Department of Homeland Security, Office for Domestic Preparedness (ODP), sponsored the Golden Guardian 2004 Tabletop Exercise. The Tabletop Exercise was held on July 8, 2004 at the State Operations Center (SOC) in Mather, California. The tabletop exercise gave participants an opportunity to evaluate current response concepts, plans, and capabilities for a response to a terrorist event in California. This exercise focused on California's role in response to the potential consequences of multiple terrorist events. Emphasis was on coordination, integration of capabilities, problem identification, and resolution.

TABLETOP EXERCISE OBJECTIVES

The *Golden Guardian Tabletop Exercise* focused on the following design objectives selected by the exercise design team:

1. **Intelligence:** To understand the roles and responsibilities of all state agencies involved in intelligence activities within California. Understand the flow of intelligence communication throughout California, how it is monitored and managed.
2. **California State Warning Center:** To understand notification procedures through the State Warning Center.
3. **Activation & Coordination:** To understand the roles and responsibilities of the various levels and players to activate and respond to the Southern Regional Emergency Operations Center (REOC), Coastal REOC and the SOC. Examine the interface and understanding among Local government, Operational Area, Regional, State, and Federal agencies to request and coordinate resources. Identify shortfalls in resources, limits in capabilities, and conflicts in planning.
4. **Communications & Emergency Proclamation:** To understand communication channels and procedures to conduct incident management activities through the Local government, OA, Region, State, and Federal chain. Understand the emergency proclamation process from the Local, OA, Regional, and State levels. Determine strengths and weaknesses in the communications of response activities. Identify critical issues and potential solutions.
5. **Recovery:** To understand the roles and responsibilities of all state agencies involved in recovery activities within California. Understand the transition from response to recovery. Identify shortfalls in resources, limits in capabilities, and conflicts in planning.

TABLETOP EXERCISE OVERVIEW

Exercise Name

Golden Guardian 2004 Tabletop Exercise.

Duration

The Golden Guardian Tabletop Exercise was conducted over the course of one (1) day.

Exercise Date

Tuesday, July 8, 2004.

Type of Exercise

Tabletop exercise.

Sponsor

The United States Department of Homeland Security (USDHS), Office for Domestic Preparedness (ODP), California Homeland Security Exercise and Evaluation Program (CA HSEEP) and the California Governor's Office of Emergency Services (OES).

Funding Source

USDHS, ODP, Homeland Security Exercise and Evaluation Program (HSEEP).

Focus

California's response capabilities during multiple terrorist attacks.

Classification

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Exercise Location

State Operations Center (SOC), Mather, California.

Scenario Location

Port of Long Beach/Los Angeles, Ventura County, Oakland International Airport and San Francisco International Airport.

PARTICIPATING AGENCIES

Federal Agencies

U.S. Department of Homeland Security-Office for Domestic Preparedness
Transportation Security Administration
Center for Asymmetrical Warfare
U.S. Coast Guard
Federal Emergency Management Agency

State Agencies

California Governor's Office of Emergency Services
California Department of Corrections
California Department of Transportation
California Homeland Security Exercise & Evaluation Program
California Department of Food & Agriculture
California Department of Social Services
California Military Department
California Conservation Corps
California Highway Patrol
California Department of Social Services
Emergency Medical Services Authority
California Environmental Protection Agency

- California Integrated Waste Management Board
- California Air Resources Board
- California Department of Pesticide Regulation
- California Department of Toxic Substance Control
- California State Water Resources Control Board
- Office of Environmental Health Hazard Assessment

California Department of General Services
California State Parks
California Department of Justice

Local Agencies

Yolo County Office of Emergency Services
Los Angeles Regional Water Quality Control Board

Total Participants:

Players	76
Observers	18
Facilitators	12

EXERCISE POINTS OF CONTACT (POC)

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TABLETOP EXERCISE DESIGN



This tabletop was designed as a multimedia, facilitated exercise. Players responded to the following three distinct modules:

- Module 1 - Credible Threat
- Module 2 - Notification and Response
- Module 3 - Recovery and Restoration

Each module began with a situation briefing or update. Players were then organized into functional groups to discuss key issues. For this

exercise, these groups consisted of the following functional tables:

- Intelligence
- Evacuation
- Emergency Management
- Health Services - Radiological
- Health Services - Public Health
- Mass Care and Sheltering

Following each situation update, players had an opportunity to review the module and questions and discuss response issues. Players were encouraged to feel free to periodically migrate between groups to foster communication. A spokesperson from each group was designated to present a synopsis of the group's discussion at the end of each module. At the end of the period, exercise facilitators moderated a discussion among players to highlight key elements of each response phase.

ANALYSIS OF CRITICAL TASK PERFORMANCE

I. Criminal Prevention and Deterrence

Task: Not yet specified in HSEEP Volume II, Appendix B.

Issue: Flow of Intelligence Information.

Summary: Participants were concerned that there is currently a lack of intelligence sharing between the California Highway Patrol (CHP) and the Department of Justice (DOJ), more specifically the California Anti Terrorism Information Center (CATIC). If terrorist events were to occur today there is no established intelligence link that would coordinate said information between the agencies. Without total input from all intelligence agencies validating a credible threat may be difficult. Participants also discussed how and when, if any, intelligence would be disseminated to first responders and/or the public.

Consequence: A lack of communication and intelligence sharing between the CHP and DOJ could very well pose problems. Intelligence gathered by one agency, although seemingly insignificant, could be of tremendous importance to the other. Furthermore, the active intelligence gathering of one agency may adversely affect the efforts of the other if not coordinated. In order to activate resources in a timely fashion credible intelligence is essential and the information needed may not be obtained without a cooperative effort. Intelligence that is withheld from First Responders that would impact how they respond to an incident or what precautionary measures they use could have dire consequences. Likewise, some intelligence sharing must be considered with regard to the public for personal safety issues.

Analysis: The State of California is currently working on the California State Warning Center (CSWC), which when completed will hopefully address the aforementioned issues. The CSWC will be staffed by representatives from multiple intelligence gathering organizations, to include both CHP and DOJ. The importance of DOJ is not only the intelligence they obtain through CATIC, but the fact that they are the legal authority who represents all State agencies. Once operational, all intelligence issues are to be routed through the CSWC, which will hopefully provide for a much more efficient and effective operation. Intelligence obtained at the CSWC that is "life saving" in nature, or that could significantly affect the well being of the community could easily be declassified and/or provided to those with a "need to know."

Recommendation: The development of the CSWC will be a tremendous step forward in the States ability to gather and disseminate intelligence. To ensure the CSWC has "all" intelligence bases covered it should also consider including a member of, or even housing a component of the Joint Terrorism Task Force (JTTF). Every Federal Bureau of Investigation Division has an existing JTTF that has been fully operational since 2001. Those JTTF's are comprised of local, state and federal investigators. Therefore, by including the JTTF the CSWC could have access to not only State derived intelligence, but also federally derived intelligence. They would also have direct contact with the National Joint Terrorism Task Force (NJTTF), which is comprised of

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all federal agencies with an intelligence gathering role. The NJTTF is housed at FBI Headquarters, Washington, DC and is within the Strategic Information Operations Center (SIOC). Should a terrorist event occur within California, the Center would have a direct link to the NJTTF who could activate one of the breakout rooms of the SIOC.

Task: *Not yet specified in HSEEP Volume II, Appendix B.*

Issue: Intelligence Communications Capabilities.

Summary: Notifications and the ability to respond to an event would be greatly hampered by the overwhelming volume of calls that follow any type of catastrophe. There was concern that they would be unable to either report intelligence or receive intelligence in a timely manner. Also of concern was the issue of the terrorist still at large and how best to locate him. At what point and by who is intelligence disseminated during an event.

Consequence: Any delays in either reporting or receiving intelligence could result in exasperating the event, the loss of life, loss of evidence and thwart law enforcement's ability to locate the terrorists. Clear and concise communications are paramount to the intelligence community. Failure to provide the public with information pertaining to the terrorist still at large could greatly delay his capture.

Analysis: There did not seem to be an effective and secure method of communications in place that would still function following a major event. The use of satellite telephones is available but limited because of the cost and accessibility of the few phones in service. There is concern the information pertaining to events, evidence and terrorists gathered at the scene by first responders, victims and witnesses would not make it to those responsible for gathering intelligence at the Center. Likewise, who will determine the proper channels for the intelligence and when it should be de-classified.

Recommendation: The use of the JTTF's would help to eliminate a great deal of the intelligence sharing problems. Every event location will have a representative JTTF from the local FBI Field Division. Each JTTF will have the ability to communicate securely via a STU-III or similar device. FBI Field Divisions also have access to portable STU-III phones that can be used at the incident site if needed. Because the JTTF is comprised of multiple law enforcement jurisdictions the flow of intelligence is greatly enhanced. It's important to educate first responders with regard to the function of the JTTF so intelligence can be passed quickly. Since the JTTF is structured through the FBI, who will have ultimate investigative authority over a terrorist event, the FBI would be able to make those decisions regarding "classified" materials. Furthermore, federal law mandates that intelligence information must be provided to local authorities in the event of personal/public safety issues. Lastly, the JTTF would be the most effective tool in covertly apprehending the remaining terrorist because of their multi-jurisdictional assets.

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Task: Not yet specified in HSEEP Volume II, Appendix B.

Issue: Sharing of Intelligence Information.

Summary: Participants did not believe that they would receive any of the pre-event intelligence from law enforcement agencies. There was consensus that this information is rarely passed down to public health agencies, even with the likelihood that they would highly impacted by an incident. Public health officials have a "community network" where they receive information, but there is little formal notification of law enforcement sensitive information. Some highlighted that security clearances can be an obstacle to receiving some of this information.

Consequence: The lack of intelligence sharing can cause delays in response if an actual incident were to occur. Resources that need to be brought in will be delayed and can result in death and further destruction.

Analysis: The State Terrorism Threat Assessment Center (STTAC) would assess the threat and bring in health experts if warranted, and would notify the Governor's Office of Emergency Services (OES), radiation programs. If aware of the threat, the US Department of Homeland Security (USDHS) would be reaching out to the CATIC, the CHP, the California National Guard Civil Support Teams (CST), the International Atomic Energy Agency (IAEA) and the Nuclear Regulatory Commission (NRC) for information.

Recommendation: Public health needs representation in the JTTF's so they can be better prepared for responding to a WMD event. Public health officials should identify representation and obtain a security clearance so passing information to them will be without incident. Building relationships with law enforcement officials will also help public health be more involved in the circle of information as well as helping others understand the importance public health plays in WMD incidents. Agencies mentioned above should consult with California OHS for further recommendations.

III. Emergency Management

Task III-1: *Alert and Mobilize EOC Staff*

Issue III.1.1: Notification Rosters.

Summary: Participants agreed that upon notification of a credible threat from the CATIC, the State Operation Center (SOC) Director would contact appropriate agencies/members, placing them on alert. It was unclear, however, what additional state agency notifications should be made and who was to make that determination and notification.

Consequence: A delay in calling in key personnel could seriously hamper the SOC's ability to manage the emergency response.

Analysis: Procedures seem to be vague on who to contact at each Homeland Security Advisory System (HSAS) level. Although some departments take additional security precautions, they are not always clear on what other agencies are doing. There are no known procedures for what actions need to be taken other than being "on guard."

Recommendation: An effective, efficient and timely notification system should be established, implemented and tested, ensuring the dissemination of important information in the event of a credible threat. A formal notification process based on the HSAS should be developed, denoting actions to be taken and notifications to be made at each alert level.

Task III-12: *Direct and Control Public Information Activities*

Issue III.12.1: Activation of a Joint Information Center (JIC).

Summary: Public Information Officers (PIO) would be put into service immediately in response to this incident. However, as the incident progressed, participants were unsure how to activate a JIC and where it would be located. This event covered a large regional area and the challenging logistics of meeting as one entity were discussed.

Consequence: Coordination of public information is crucial in an event such as this. If a fully operational JIC cannot be formed in a timely manner and local and national press agencies report without proper information, panic can spread into the community.

Analysis: All participants stressed the importance of releasing accurate and timely information in a coordinated effort through the JIC. This realization suggests that participants know what work has to be done and consider public information coordination a crucial step in emergency response activities.

Recommendation: Each agency should develop and/or review procedures to ensure timely establishment of a JIC; to allow State, Federal and local agencies to speak in a

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unified voice during a WMD incident. Review National Incident Management System (NIMS) policies, protocols and procedures on the establishment of a Joint Information System. One suggestion was a JIC at the State level as well as the local level, which could cause serious misinformation if these entities are allowed to operate independently.

Task III-13: *Activate and Operate the Joint Information Center*

Issue III.13.1: Coordination of Emergency Public Information.

Summary: There was concern over the lack of knowledge on how the State would integrate the establishment of a JIC site and coordinate involvement of State and local PIO's, to ensure a timely flow of information to the media and the public.

Consequence: Lack of coordination in assembly and dissemination of accurate, up-to-date information can cause unnecessary panic in the public.

Analysis: The ability to keep the public informed of unfolding events and to provide them with instructions during a disaster is critical to maintaining their confidence and trust. In an event of this magnitude, public information becomes not only a local issue but a State issue as well. There is a great deal of information that needs to be shared in order to provide the public with as much information as possible. For this, there is a need for a well organized JIC.

Recommendation: The State should review procedures to ensure the establishment of a JIC, to ensure that cities, counties, and State are speaking in a unified voice during an incident. Pre-planned press releases containing key mass casualty and weapons of mass destructions (WMD) information can be prepared in advance of any incident, and then disseminated in time releases to the public. Coordination among agencies needs to be strengthened to ensure the single spokesperson/message concept is adhered to.

Task III-14: *Provide Emergency Public Information to Media and Public*

Issue III.14.1: Public Information; Hazard Information and Actions.

Summary: Participants felt strongly that the demands on public resources could be significantly minimized through a strong public outreach plan, including media support. Participants felt the media could be used to disseminate hazard information, however there were a lack of understanding how to organize such a response with the media.

Consequence: Without adequate messaging getting to the public, the confidence in the State's ability to respond to the incident might be compromised. This could result in additional life and property losses.

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Analysis: The goal of a PIO is to make certain that the public receives accurate and timely information about the incident. To effectively accomplish this, PIOs will need to have a firm understanding of the systems that are used to manage emergencies, and develop a public information plan that includes protocols for collecting, verifying, and disseminating public information.

Recommendation: Develop and implement policies for (1) information dissemination to the public regarding potential hazard- and risk-reduction methods, (2) the use of the emergency alert system, and (3) utilization of media outlets to keep the public informed. Exercise emergency procedures regularly.

V. Protection

Task V-1: *Develop and Implement Protective Action Decisions (PAD)*

Issue V.1.1: Evacuation Orders.

Summary: As exercise events were unfolding, participants discussed the need to develop an Incident Action Plan. However, an incident plan addressing evacuation was not completed.

Consequence: Lack of standardized information regarding evacuation orders can cause panic and confusion within the public.

Analysis: The ability to keep the public informed of unfolding events, and to provide them with evacuation instructions during a disaster is critical to maintaining their confidence and trust. Providing information would require coordination to assist in protecting civilians from the hazard, and to foster confidence in the State's ability to safely manage the crisis. Procedures that are generally in place for this type of incident do not always get initiated quick enough to avoid the mass evacuations and panic. Timely decision-making and information dissemination is the key to preventing such problems.

Recommendation: Review the activation of protective procedures and formulation of Incident Action Plans. State and local health departments should coordinate efforts now to standardize preassembled media releases (i.e., to handle basic information on the properties, effects, treatment, duration, and decontamination of likely threat agents). This information should be provided with the public affairs reference materials released by the EOC and JIC in the event of a WMD incident.

Task: *V-1: Develop and Implement Protective Action Decisions (PAD)*

Issue V.1.1: Pre-event Evacuation Planning.

Summary: Participants believed that there were few actions specific to evacuation that could be taken prior to an event such as the one exercised. However, the need for pre-planning was discussed and participants did realize the importance of having evacuation plans in place pre-event.

Consequence: By not having evacuation plans for specific, high risk targets within the State and region, additional lives may be lost. Additionally, the emergency response may be hampered by mass evacuations and people fleeing the area in an unorganized manner.

Analysis: There are many actions that can be taken prior to an event of this magnitude, even before intelligence reaches response agencies that there is an imminent threat. Many of these actions involve planning for unforeseen events, such as having evacuation plans for high risk targets, sporting events, and large community

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gatherings. This should be done pre-event to adequately address issues and coordination between response agencies.

Recommendation: Agencies involved in evacuation response, such as the California Department of Transportation (Caltrans), public works and law enforcement should develop evacuation plans for the most at high risk areas in the State and region. It is further recommended that participation in additional exercises continue to ensure understanding of roles and responsibilities prior, during and post event.

Task V-10: *Direct Shelter Operations*

Issue V.10.1: Volunteer Agency Involvement.

Summary: It is imperative that the volunteer agency representatives be included in all State level mass care and shelter exercises. This exercise could have benefited from the expertise volunteer agencies can bring. Participants recognized the need for volunteer agency participation.

Consequence: Response operations may be hampered if volunteer agencies are unfamiliar with the State's emergency procedures. This could cause additional distress within the community and possible life loss.

Analysis: Response operations involve the State and the American Red Cross as equal partners in providing for the specific needs of the population during a disaster. It is important for both State and the American Red Cross to participate in exercises of this type. Steps to ensure that this happens should occur early in the planning process."

Recommendation: Included volunteer agencies, such as the American Red Cross, in all State level exercises that would rely on their assistance. Review plans and procedures that focus on calling upon volunteer agencies.

VI. Victim Care

Task VI-5: *Screen Individuals for Agent Contamination*

Issue VI.5.1: Screen and Decontaminate Evacuees.

Summary: Participants were unaware of a workable plan for the decontamination of a large amount of people prior to being placed in a shelter.

Consequence: Medical health screening and decontamination of arriving evacuees is critical. Contaminated evacuees could negatively impact the health and safety of the shelter and the community at large.

Analysis: There was some confusion as to the roles and responsibilities when it came to sheltering and decontaminating individuals. Monitoring and decontamination of large numbers of victims would challenge resources.

Recommendation: Develop a mass decontamination plan including responsibility for mass decontamination, the potential locations of evacuee screening sites, roles needed to support this operation, access control measures and development of decontamination areas for patients showing signs and symptoms, and holding areas for those that are not. Set up alternate care facilities to shelter evacuees and monitor their health. Exercise the plan to ensure it is feasible and review as needed.

Task VI-18: *Provide Immediate Mental Health Care*

Issue VI.18.1: Coordination of Mental Health Resources.

Summary: Even though the State of California has a mental health plan, participants were concerned if adequate resources would be coordinated for an incident of this magnitude.

Consequence: Insufficient numbers of trained, certified disaster mental health workers can prolong suffering and anxiety and lead to future problems. Mental health issues in a terrorism incident can be overwhelming; worried well can take hospital resources needed for the seriously ill. Emergency workers can be severely impacted if steps are not taken early on to address incident stress issues.

Analysis: Mental health intervention if started early can minimize the long-term effects on disaster survivors. It is important to provide mental health assistance to the public and responders to ensure a healthy community, and prevent the increase in substance abuse, suicide and other social diseases as a result of the incident. Mental health impacts on survivors are minimized through access to appropriate and immediate mental health care. The local emergency services communities have support for first responders through Critical Incident Stress Management (CISM).

Recommendation: Develop and/or review plans to care for the mental needs of community during and after a weapon of mass destruction (WMD) event. Provide areas

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to screen and triage survivors, and once they are medically stable, direct them to appropriate mental health care. Provide survivors with information and resources for obtaining additional, potentially long-term support.

VII. Criminal Investigation and Apprehension

Task VII-3: *Conduct Criminal Investigation*

Issue VII.3.1: Continued Flow of Intelligence; Evidentiary and Custodial Issues.

Summary: Even though the event has essentially concluded there will still be a great deal of intelligence to be gathered. There was concern that the flow of information may wane as first responders became complacent and fatigued. Also of concern was the issue of who identifies and collects evidence from the scene of the event and elsewhere.

Consequence: Without a continued flow of intelligence information, vital information pertaining to the event, terrorists, terrorist cells, could be lost. Prosecution can be hampered if evidence is lost.

Analysis: The FBI still has the obligation to gather evidence and prosecute those persons responsible. The FBI does have specialized units for the collection of evidence. Local law enforcement is used to locate and identify items of evidence while the FBI actually collects the items thus maintaining a chain-of-custody. Deceased victims are considered evidence; each death a separate act of murder.

Recommendation: Continued intelligence gathering and evidence collection efforts to be coordinated through the JTTF.

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Exercise Evaluation Scores: *Tabletop Exercise*

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The exercise met my training expectations.	0%	4%	39%	41%	16%
The scenarios were realistic and manageable.	0%	8%	25%	53%	14%
The facilitators were knowledgeable and helpful.	0%	4%	10%	62%	24%
Printed material was concise and gave me a clear picture of what was expected of me.	2%	8%	21%	45%	23%
I was individually prepared to perform my tasks as they related to the incident(s).	2%	10%	20%	54%	14%
My functional area was prepared to perform its tasks as they related to the incident(s).	0%	4%	32%	50%	13%
I would like to participate in more WMD, scenario-based training and exercises.	2%	0%	14%	35%	49%
Overall, I was satisfied with this exercise.	2%	0%	20%	65%	14%

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Selected Participant Comments: *Tabletop Exercise*

- "Organize using SEMS functional area; this will make the tabletop more realistic."
- "More information and understanding about the effects of radiation."
- "Reduce time for introductions and increase time for discussion. Participants seemed to gain focus and got more out of the exercise as it went on."
- "Need radiological training!"
- "Explain the context of players in the State response. There was so much info to absorb to then focus on the issues, particularly, when the info is spread throughout the room."
- "Place the modules on CD so it can be easily shared with other staff members outside of this tabletop exercise."
- "Mimic an actual EOC setting using SEMS."
- "In this exercise transportation emergency management should've been its own table."
- "Have separate rooms for each functional area. I was unable to hear much of the discussion at the emergency management table."
- "Allow more time to realistically respond to numerous questions."
- "Continue advanced training and tabletop exercises."
- "Participation at the executive level needed."
- "Many of the questions were addressed to local responders, consider questions addressed to state agencies."
- "Correct people need to be notified to participate, more people with actual decision making roles/responsibilities."
- "I like the idea of an annual training exercise."
- "More cross-talk needed between the functional areas."
- "I found the module binder helpful. It would be better to get it prior to the exercise."
- "Progress of the group should be documented on a white-board."
- "Need copies of State plans available at the exercise."
- "A players briefing before the tabletop may be helpful."
- "Training on internal plans is needed."
- "Those that are participating should have a level of knowledge of their agency's role in such an event."
- "Include an influx of donations in the scenario to create a mini-disaster."
- "American Red Cross should have been present, also consider having representation from federal agencies."

CHAPTER 3

FULL-SCALE EXERCISE

FULL-SCALE EXERCISE INTRODUCTION



California Governor's Office of Emergency Services (OES) and the California Homeland Security Exercise and Evaluation Program (HSEEP), in cooperation with the U.S. Department of Homeland Security, Office for Domestic Preparedness (ODP), sponsored the Golden Guardian 2004 Full Scale Exercise. The full scale exercise was held on August 5-6, 2004 at the State Operations Center (SOC), Southern Regional Emergency Operations Center (REOC) and the Coastal REOC. This full scale exercise was aimed at facilitating concept understanding, identifying strengths, and testing several emergency response plans. Additionally, conducting this exercise enabled communities and agencies to identify areas that they can use to improve their ability to respond to a terrorist incident. This exercise focused on California's role in response to the potential consequences of multiple terrorist events. Emphasis was on coordination, integration of capabilities, problem identification, and resolution.

FULL-SCALE EXERCISE OVERVIEW

Exercise Name

Golden Guardian 2004 Full-Scale Exercise.

Duration

The Golden Guardian 2004 Full-Scale Exercise was conducted over the course of two (2) days.

Exercise Date

Thursday, August 5 and Friday, August 6, 2004.

Type of Exercise

Full-Scale exercise.

Sponsor

The United States Department of Homeland Security (USDHS), Office for Domestic Preparedness (ODP), California Homeland Security Exercise and Evaluation Program (CA HSEEP) and the California Governor's Office of Emergency Services (OES).

Funding Source

USDHS, ODP, Homeland Security Exercise and Evaluation Program (HSEEP).

Focus

California's response capabilities during multiple terrorist attacks.

Classification

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Exercise Location

State Operations Center (SOC), Mather, California, Southern Region Emergency Operations Center (REOC) and Coastal REOC.

Scenario Location

Ports of Long Beach/Los Angeles, Ventura County, Oakland International Airport and San Francisco International Airport.

PARTICIPATING AGENCIES

Federal Agencies

Los Angeles Air Force Base
U.S. Northern Command
North American Air Defense Command
Department of Defense
Federal Emergency Management Agency - Region 9
Environmental Protection Agency - Region 9
Federal Bureau of Investigation - Sacramento Field Office
Bureau of Immigration and Customs Enforcement
Department of Homeland Security - Office for Domestic Preparedness
Centers for Asymmetric Warfare
U.S. Corps of Engineers
U.S. Coast Guard-Los Angeles/Long Beach
U.S. Coast Guard-Alameda
5th Army - 3rd Brigade

State Agencies

California Governor's Office of Emergency Services
California Governor's Office
California Department of Transportation
California Homeland Security Exercise & Evaluation Program
California Department of Food & Agriculture
California Department of Social Services
California Military Department
California Highway Patrol
California Department of Health Services
Emergency Medical Services Authority
California Department of Social Services
California Environmental Protection Agency

- California Integrated Waste Management Board
- California Air Resources Board
- California Department of Pesticide Regulation
- California Department of Toxic Substance Control
- California State Water Resources Control Board
- Office of Environmental Health Hazard Assessment

California Department of Parks & Recreation
California Department of Justice
California National Guard - 9th Civil Support Team
California Air National Guard

Local Agencies

Los Angeles Police Department
Los Angeles County Sheriff
Los Angeles Fire Department
Port of Los Angeles Police Department
Ventura Office of Emergency Services

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Los Angeles Department of Health Services
Los Angeles County Office of Emergency Management
Long Beach Police Department
Long Beach Harbor Patrol
Long Beach Fire Department
Los Angeles Regional Water Quality Control Board
Ventura County Fire Department
Simi Valley Police Department
Ventura County Sheriff
San Diego County
Oakland
San Francisco

Other Agencies

Oakland International Airport
San Francisco International Airport
American Red Cross
Terrorist Early Warning Group

Total Participants: (includes all exercise locations)

Day 1: Thursday, August 5

Players	225
Observers	14
Controllers/Facilitators	16

Day 2: Friday, August 6

Players	217
Observers	28
Controllers/Facilitators	16

EXERCISE POINTS OF CONTACT (POC)

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FULL-SCALE EXERCISE DESIGN

The scope of play for Golden Guardian 2004 Full Scale Exercise required the activation of the Costal REOC, the Southern REOC, and the State Operations Center (SOC) in response to multiple terrorist events. These actions included all aspects of emergency management to support local, operational, regional, state, and federal responders.



This exercise was designed to be a two-day exercise. Participants were advised that the exercise was an “evaluated practice,” a format that allowed players to test their plans and procedures within a no-fault environment. At the same time, evaluators and controllers collected information in order to assess performance of critical tasks during exercise play using federal, state and local plans and procedures.

Emergency management activities for the Golden Guardian 2004 Full Scale Exercise were fed through a series of local and Federal exercises, and an exercise control simulation cell (i.e., White Cell). The following exercises have been coordinated with the California exercise planning team to promote emergency services activities through Golden Guardian exercise play:

1. **Determined Promise 2004 (DP-04).** United States Northern Command (NORTHCOM) exercise designated by the Chairman of the Joint Chiefs of Staff. Objectives: Evaluate NORTHCOM ability to Command and Control simultaneous homeland defense, and Military Assistance to Civil Authorities (MACA). Demonstrate proficiency at planning and executing incident management operations in response to procedures established in the new National Response Plan (NRP).
2. **Asymmetric Warfare Initiative 2004 (AWI-04).** Los Angeles/Long Beach Port radiological exercise designed by the Centers for Asymmetric Warfare. Objectives: Test communication interoperability. Establish command centers. Monitor Mutual Aid systems. Test local and operational area emergency declaration process. Conduct public relations operations. Manage and monitor the flow of Intelligence. Perform liaison activities with Federal agencies and integrate Federal resources.
3. **Transportation Security Administration (TSA).** Oakland and San Francisco International Airport tactical operations exercise designed by the TSA. Objectives: Test communication interoperability. Establish command centers. Perform liaison activities with Federal agencies and coordinate Federal response.



Immediately following the exercise, discipline-specific Hotwashes were conducted at the exercise sites. Information from those Hotwashes were incorporated into the exercise controller and evaluator (C/E) debriefing.

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In keeping with the no-fault nature of this exercise, the evaluation embodied in this After Action Report (AAR) examines the plans, procedures, and response systems used in this exercise. As an evaluated practice, individual and team player performances were observed and documented to make recommendations for future improvements. Observations focused the primary function of a unit and the interaction between response units, rather than on individual players.



Players were advised that the production of an AAR was one of the results of the exercise. This is the key post-exercise document developed in partnership with State sponsoring agencies, and key participants. It is used as reference for continued improvement of response plans and program attributes for coordinated response capabilities. The AAR is not used as a grading system or a report card. This document provides historical reference and recommendations for future response planning, training, and exercise development.

FULL-SCALE EXERCISE OBJECTIVES

The *Golden Guardian 2004 Full Scale Exercise* design objectives selected by the State exercise planning team were as follows:

1. **Intelligence:** Demonstrate transition from the Prevention (intelligence operations) Phase to the Response Phase.
2. **California State Warning Center:** Demonstrate Notification Procedures utilizing the California State Warning Center.
3. **Radiological Incident Resources:** 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.
4. **Chemical Incident Resources:** Demonstrate coordination activities and use of RIMS for requesting chemical incident resources in support of local government from State and Federal agencies.
5. **Mass Care & Shelter Incident Resources:** Demonstrate coordination activities and use of RIMS for requesting mass care and shelter resources in support of local government from state and federal agencies.
6. **Evacuation Incident Resources:** Demonstrate coordination activities and use of RIMS for requesting evacuation resources in support of local government from state and federal agencies
7. **Communication:** Demonstrate coordination activities and use of multiple communication methods for sharing information and requesting resources in support of local government from state and federal agencies for support of an airport incident.
8. **Joint Information Center:** Demonstrate Joint Information Center (JIC) activities.
9. **Regional Emergency Operation Center Activation:** Demonstrate activation of the Costal and Southern REOCs in support of local emergency response activities.
10. **State Operations Center Activation:** Demonstrate activation of the SOC in support of Costal and Southern REOCs.
11. **National Response Plan:** Demonstrate the integration of the National Response Plan (NRP) with State Operations.

EXERCISE EVENTS SYNOPSIS

Thursday, August 5, 2004:

The Federal Aviation Administration (FAA) tower at Oakland International Airport (OAK) observes an explosion at the fuel farm. Individuals are seen running across the taxiway and notice a boat departing the security zone heading toward the San Francisco International Airport (SFA). Oakland Police (OPD) respond.

California Highway Patrol (CHP) Officers report hearing an explosion and seeing a smoke cloud rising in the area of the Port of Los Angeles (POLA). Arriving law enforcement units report a large plume of smoke and many dockworkers begin evacuating the area. Media traffic helicopters begin to report an explosion in POLA and speculation on a possible link to terrorism begins. Review of documentation found at the scene identifies a suspect container on board that is shown to contain a radiological material. A radioactive plume identified as cesium chloride is reported headed northeast toward Long Beach. The Ports of Los Angeles and Long Beach are closed on orders from the FBI.

Timeline of Events: Thursday, August 5, 2004

Time	Activity
0700	Golden Guardian STARTEX Day 1.
0735	World Network News (WNN) broadcasts an explosion on a cruise ship in Norfolk, Virginia.
0742	WNN reports the HSAS has been raised to Orange for some Eastern states.
0750	WNN reports of multiple terrorist events, including Oakland and San Francisco Airports.
0800	WNN reports of an incident at Richmond International Raceway with possible gas release.
0815	SOC Briefing.
0830	WNN news release of anthrax found in Virginia.
0935	WNN reports an explosion at the Port of Los Angeles (POLA).
0940	LA County EOC and the Southern REOC are activated.

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0945	Long Beach EOC is activated.
0945	SOC receives information that POLA explosion was a RDD. HSAS raised to RED.
0950	WNN reports panic caused by massive self evacuation and speculation of additional "dirty" bombs found in the LA area. Traffic is at a standstill on the 710 and 405. Victims are presenting at local hospitals saying they have been exposed to radiation.
0950	LACO EAS system activated.
0955	SOC security has been elevated to BRAVO level.
1015	Advanced Planning Meeting held at SOC.
1020	REOC requests information about response structure. Response is confirmed to be a unified command structure with lead agencies being the FBI and LAFD. Assisting agencies are LAFD, LAPD, FBI, OES, Long Beach PD, LASD, LA County Health, US Coast Guard, Customs and CHP.
1030	City of LA is requesting a Fish and Game representative be at the scene at POLA. Need to advise on marine impact.
1045	SOC Briefing.
1054	Release confirmed as Cesium 137 by CREST Team. There have been 57 people evacuated and 7 fatalities.
1100	REOC requests plume model of POLA incident.
1100	SOC JIC is operational.
1120	CREST Team is requesting 9 th CST to report to ICP.
1147	City of LA and LA County have declared emergencies.
1155	Conference call between State and LA County has resulted in Radiological unit request activation.
1245	Action Planning meeting at SOC.

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1340	Radiological unit reports 2 mile radius airborne plume. General message request to GIS unit to develop graphical representation of plume location and sites in immediate area.
1350	REOC requests 500 dosimeters from SOC. Additionally, 1000 hand held Geiger meters are requested for area shelters and hospitals, and to stage at Los Angeles for further distribution as determined.
1300	25,000 people are attempting to evacuate to the Santa Clara area and as traffic flow increases all major interstates in the area are closed. No designated shelters have been established and mass decontamination has not begun.
1400	OES/DHS on scene liaison reports no evacuations are needed, public should continue to shelter-in-place.
1400	REOC requests 500 police officers to provide security at LA County hospitals.
1409	Caltrans reports State Route 1, 110 and 47 are closed.
1450	Decontamination at the POLA is completed. There are 15 confirmed fatalities and 45 injuries. Public information continues to advise shelter-in-place, any evacuations are voluntary.
1515	American Red Cross calls Southern REOC for additional information. A task group is exploring setting up 4 shelters, formal request in progress.
1525	REOC tells ARC that 1200 evacuees are at the Orange County Fairgrounds, assistance needed with cots and food/water.
1550	REOC request long-term radiological clean-up support.
1600	Mass evacuations continue through the afternoon. Hospitals set up decontamination centers. Two additional containers are found and rendered safe. Requests are made for the removal of radioactive debris.
1600	REOC requests 6 person DMAT team to Orange County fairgrounds.
1600	Action planning meeting at SOC.
1630	REOC requests Cal EPA representative to report to ICP. This has been approved and communicated to the SOC.
1712	Presidential Declaration announced.
1800	The SOC reports the Situation at the POLA is stable.

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1802	Golden Guardian ENDEX for Day 1.
1815	Exercise debriefing begins.

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Friday, August 6, 2004:

A westbound Union Pacific freight train carrying a container of napalm, AK-47 assault weapons, ammunition and 100 pounds of C-4 explosives, shipped by an unknown terrorist organization is passing through Ventura County between the cities of Semi Valley and Moorpark. Behind the inter-modal car carrying the container is a chlorine tanker car. One of the two 5 gallon canisters of napalm develops a leak and fills with vapor. Motion of the rocking train has loosened improperly secured steel toolboxes along with the container so that they repeatedly bang into each other and begins to spark. Ultimately the sparks ignite the napalm vapor and both five-gallon canisters explode. The chlorine tanker explodes and a vapor cloud covers the area.

Timeline of Events: Friday, August 6, 2004

Time	Activity
0800	Golden Guardian STARTEX Day 2.
0800	Press conferences and briefings claiming "America remains strong." Shelters are being set up in the Port area for the self-evacuated people.
0845	SOC receives notice of power outages to 400,000 customers in Long Beach, Los Angeles and Agoura Hills.
0847	Federal assistance requested by SOC.
0900	Action Planning Meeting held at SOC. Issues included coordination of donations by the American Red Cross.
0900	SOC receives Presidential Declaration for federal assistance.
0950	State routes 1, 110 and 47 remain closed.
1000	Exercise play is stopped as Governor Schwarzenegger visits the SOC.
1000	SOC receives report of a suspicious container in Ventura County, possible explosion.
1020	JTTF LA reports trail derailment in Ventura County, explosion and chlorine leak are confirmed.
1020	CA DOT requests exact locations of freeway closures, in order to set up alternate routes.
1030	Ventura County EOC activated.
1030	Shelter numbers are as follows: Pomona 500, Palmdale 700, Magic Mountain 500, Orange County fairgrounds 1200.
1035	SOC receives report of 240 patients affected by trail derailment, 10 ambulances are dispatched. One patient has an unknown white substance.

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1050	Request for Civil Air Patrol (CAP) to provide imagery of trail derailment.
1050	REOC receives patient update: 23 patients (11 moderate, 4 minor, 8 triage).
1052	REOC gets report that HAZMAT is on scene of train derailment.
1115	REOC notified that LA area hospitals have decreased police presence to 1-2 officers per facility.
1130	REOC reports earlier anthrax possibility at trail derailment not correct.
1133	REOC reports 9 th CST to conduct plume modeling of site.
1150	CHP reports 4 train cars have derailed: 2 containing 15000 gallons of chlorine, and 2 with non-hazardous unknown powder.
1150	Patient update: 12 critical, 15 non-critical, 27 total.
1151	REOC reports 13 agencies involved in response: Simi Valley PD, Ventura County FD, Ventura County SO, Ventura County EOD, Oxnard Fire, Ventura Fire, Santa Paula Fire, U.S. Navy, LA SO, OES, CHP, CAP.
1215	Ventura County OA reports to REOC: chlorine on tanker, 2 bombs with napalm on tanker, 800 rounds of small arms ammunition, white powder confirmed to be anthrax (by HAZMAT). Ventura County EOC does not confirm this.
1218	REOC has no evacuation orders yet. Chlorine spill has been stopped.
1220	CHP reports evacuations in progress in a 2-mile radius. Evacuation center is being opened at Royal Oak High school, possibly at Simi Valley High School.
1230	ARC reports evacuations of 3,000-4,000 people in Moorepark. Shelter will be set-up at Moorepark High School. Shelter will be open by 1300.
1237	Exercise note: anthrax detection was only for Ventura County. All others do not detect anthrax, only non-hazardous white powder.
1240	SOC Briefing.
1320	REOC reports EMS response completed. Final patient numbers are: 23 non-critical, 13 critical, 36 total. One patient DOA and one patient with white powder decontaminated and tested negative for anthrax.
1330	Advanced Planning Meeting held at SOC.
1430	Federal resources begin arriving at POLA.
1430	SOC reports situation in Ventura County stable.
1530	Golden Guardian ENDEX Day 2.
1530	Exercise debriefing conducted.

ANALYSIS OF MISSION OUTCOMES

This section of the report provides an analysis of how well the participating jurisdictions as a whole (e.g., across disciplines and across jurisdictions) achieved the expected mission outcomes in responding to the simulated terrorist event. The focus is on outcomes, rather than processes. The mission outcomes are those things that the public expects from its public officials and agencies when faced with a terrorist threat or attack. Results for the mission outcome are summarized below by outcome area. A detailed analysis of the activities and processes that contributed to results related to the mission outcomes is found in Part 5.

Emergency Assessment

The information flow from numerous incident sites was received at the California State Warning Center was handled in an exceptional manner. By staffing the California State Warning Center with personnel from both the California Highway Patrol (CHP) and the Governor's Office of Emergency Services (OES) there was prompt and accurate flow of information. This allowed law enforcement agencies and emergency managers to analyze data, assess the seriousness of the incident, make an initial estimate of impact and mobilize the appropriate responses. Operationally, all communications were logged, evaluated and promptly disseminated to the OES State Operations Center (SOC). The California State Warning Center also maintained an element of connectivity between the SOC and the Southern Region Emergency Operations Center (REOC). The personnel staffing the California State Warning Center were obviously well trained and capable of handling high levels of communications traffic from numerous entities and formats. Although a relatively new aspect of the SOC, the California State Warning Center has shown it is both efficient and effective.



In contrast, Intelligence flow between the State Terrorism Threat Assessment Center (STTAC) and the Joint Intelligence Operations Center (JIOC) had major disconnects. The STTAC was inputting their intelligence into a United States Government system, the Federal Protective Services (FPS) data base, while the JIOC was utilizing the Joint Regional Information Exchange System (JRIES) operated by the California Department of Justice (DOJ) through the California Anti Terrorism Information Center (CATIC). Because the two systems didn't have the ability to connect, the STTAC was unaware of the events that had occurred. Prior to the termination of the exercise the STTAC was able to gain access to JRIES through a CATIC member who had been assigned to them. However, the intelligence flow was circuitous as they still did not have full function capabilities and had to receive data through e-mails and facsimiles. The important thing was that they had found a solution to their intelligence flow problems through the course of the exercise.

Emergency Management

Overall communication in the SOC was limited, particularly with respect to the lack of a status board for participants to view incident progress and unfolding events. For example, the Homeland Security Advisory System relies on effective communication of the

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current threat condition to all responders, especially those within the SOC. Throughout the course of the two-day exercise the US Department of Homeland Security HSAS remained at "Orange" for California and was only raised to "Red" in eastern states. Adding to the confusion California declared its internal threat condition at "Red." These threat conditions were not made clear to participants. As a result, participants were not clear on the proper protective measures.

Communication between the SOC and the REOC was difficult due to limited participants with extensive experience of the Response Information Management System (RIMS). Some participants were not using the RIMS automation to its fullest potential, and deployment of the system seemed to be problematic in terms of access times, user interface, and user log out times. Additionally, staff not normally assigned to the EOC, new OES staff, and partners who respond to State EOCs were unfamiliar with the Standardized Emergency Management System (SEMS) protocols. Even with these difficulties, participants felt they used the RIMS system well and appreciated the hands on experience they were given, especially among first-time users.



Finally, while several participants acknowledged the overall successes of the advance planning teams, all recognized needs for improvements. Overall the advance planning teams were organized earlier than anticipated, however some units did not commit to the participation of the teams early enough to anticipate consequences associated with the lack of a good, clear and organized public information campaign. Additionally, lack of internal communication and coordination between the SOC and the Joint Information Center (JIC) became an issue with developing and disseminating protective action plans to the media and public.

ANALYSIS OF CRITICAL TASK PERFORMANCE

II. Emergency Assessment

Task II-2: *Notification and Intelligence Flow from Incident Site(s)*

Issue II.2.1: Intelligence Communications Network

Summary: There was an inadequate flow of intelligence information and coordination between the newly created State Terrorism Threat Assessment Center (STTAC) which operates within the Office of Emergency Services State Operations Center (SOC), the Joint Intelligence Information Center (JIOC) which was in operations at the incident site in the Port of Los Angeles (POLA), and the California Anti Terrorism Information Center (CATIC) which operates from the California Department of Justice.

Consequence: A lack of communication and intelligence sharing between the intelligence agencies would be detrimental to the State and only creates deconfliction issues. Intelligence gathered by one agency, although seemingly insignificant, could be of tremendous importance to the others. Furthermore, the active intelligence gathering of one agency may adversely affect the efforts of the others and therefore needs to be coordinated. It is of paramount importance that credible intelligence be disseminated in a timely fashion. Therefore, a cooperative effort is needed to validate new intelligence, as it will impact how First Responders respond to an incident. Without validation, precautionary measures may be missed and or terrorist subject information not acted upon. Likewise, some intelligence sharing must be considered with regard to the public for personal safety issues. Without total input from all intelligence agencies, validating a credible threat may be difficult.

Analysis: During the exercise it was determined that the STTAC had been receiving minimal intelligence from the JIOC. Several reasons were identified. Being a new unit, with little notoriety, they were not assigned space on the SOC floor. The STTAC was still in the process of establishing themselves as a viable working entity, within OES headquarters, and had not yet become fully operational. Further, the STTAC was inputting their intelligence (i.e., data) into a United States Government system, the Federal Protective Services (FPS) data base, while the JIOC was utilizing the Joint Regional Information Exchange System (JRIES) operated by the California Department of Justice (DOJ) through the CATIC. Because the two systems didn't have the ability to connect, the STTAC was unaware of the events that had occurred. Prior to the termination of the exercise the STTAC was able to gain access to JRIES through a CATIC member who had been assigned to them. However, the intelligence flow was circuitous as they still did not have full function capabilities and had to receive data through e-mails and facsimiles.

Recommendation: It would appear the State of California has two intelligence gathering entities performing similar, if not the same, tasks. To eliminate deconfliction issues and to maximize intelligence gathering capabilities and effectiveness, a comprehensive review of the two units, STTAC and CATIC should be performed. Following the review, California OHS should be consulted to determine how to best resolve this issue.

Task II-4: *Collect Input for Hazard Assessment/EOC Advanced Planning*

Issue II.4.1: Advanced Planning Coordination and Information Gathering

Summary: Public information was delayed due to the advanced planning team participation.

Consequence: Advance planning is key to the success of emergency management support activities, failure to coordinate internally and to proactively illicit external resources limits response coordination, effectiveness, and efficiency.

Analysis: While several participants acknowledged the overall successes of the advance planning teams, all recognized needs for improvements. Overall the advance planning teams were organized earlier than anticipated, however some units did not commit to the participation of the teams early enough to anticipate consequences associated with the lack of a good, clear and organized public information campaign. Internal communications and coordination also affected the advanced planning teams' effectiveness, mainly due to the infrequent briefings and situation reports, but it was also recognized that chain of command reporting/communications within the SOC limited the information gathering techniques. Additionally, several participants were also unclear of the procedures and structure of advanced planning. Finally, participants were unclear on how recovery fits in with the structure of the advance planning teams.

Recommendation: Improve EOC, ICS, and SEMS training competencies. The information cited does not indicate critical flaws in the response effort, but rather highlight the need for further discussion, training, and exercising. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.

Task II-4: *Collect Input for Hazard Assessment/EOC Advanced Planning*

Issue II.4.2: Advanced Planning Reporting

Summary: Advanced planning members expressed some confusion on the format of advanced planning reports/documents.

Consequence: Advance planning is key to the success of emergency management support activities, failure to coordinate internally and to proactively illicit external resources limits response coordination, effectiveness, and efficiency.

Analysis: Advanced planning members expressed some confusion on the standardization and format of advanced planning reports/documents (e.g., checklists) from response to recovery.

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Recommendation: Standardize format for advanced planning reporting. Debrief Units/Unit leaders following advanced planning meetings. Standardize format for transition document from response to recovery.

Task II-5: *Make Health/Hazard Assessments and Predictions/EOC Advanced Planning*

No issues were observed.

Task II-6: *Coordinate Monitoring and Sampling Operations*

No issues were observed.

III. Emergency Management

Task III-1: *Alert and Mobilize Emergency Operations Center Staff*

Issue III.1.1: EOC Staffing.

Summary: Lack of participation by key agencies and lack of communications between respective counterparts at the SOC and REOC limited coordination efforts.

Consequence: Failure to adequately staff EOC limited response capabilities.

Analysis: The SOC and REOC achieved their full operational status quickly and maintained this level of effort for the duration of the exercise; however the lack of participation on part of several key response agencies (e.g., California Department of Food and Agriculture, Department of Mental Health, US Department of Energy, US Environmental Protection Agency, and US Coast Guard) limited response coordination and effectiveness. Additionally, it was observed that multiple SOC participants did not have a respective counterpart available for their coordination efforts at the REOC. For example, American Red Cross and PIO representatives were not operational at the Southern REOC; this may have been due to the limited size and/or technologies of the REOC.

Recommendation: Establish a direct communications link between SOC and REOC with respective operational counterpart. Ensure all participants are properly trained and have adequate workspace and technologies to effectively manage their responsibilities.

State OES staff should provide a REOC and SOC refresher course to assist OES staff not normally assigned to the EOC, new OES staff, and partners who respond to State EOCs prior to Golden Guardian 2005. The refresher course should include SEMS training to ensure knowledge of information flow (vertical and horizontal) between field, city EOC, OA EOC, REOC and SOC; SEMS positions and responsibilities; RIMS user interface training; and a review of applicable RIMS forms.

Provide all SOC and REOC responders a reference guide or "cheat sheet" at their SOC and REOC workstation. The reference guide should include SEMS communication flow chart to ensure knowledge of information flow (vertical and horizontal) between with field, city EOC, OA EOC, REOC and SOC; a listing of all SEMS positions and responsibilities; RIMS user interface guide; and a guide for filling out applicable RIMS forms.

Task III-1: *Alert and Mobilize Emergency Operations Center Staff*

Issue III.1.2: Homeland Security Advisory System

Summary: Participants expressed confusion over identification of the current threat condition, per the Homeland Security Advisory System (HSAS).

Consequence: Failure to clearly defined current threat conditions limits responders' capabilities to provide proper protective measures.

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Analysis: The Nation requires a HSAS to provide a comprehensive and effective means to disseminate information regarding the risk of terrorist acts to Federal, State, and local authorities and to the American people. The HSAS provides warnings in the form of a set of graduated "Threat Conditions" that increase as the risk of the threat increases. At each threat condition, Federal departments and agencies would implement a corresponding set of "Protective Measures" to further reduce vulnerability or increase response capability during a period of heightened alert. Similarly, California has adopted a system of protective measures that correspond to each threat condition. The system is intended to create a common vocabulary, context, and structure for ongoing discussions about the nature of the threats that confront the homeland and the appropriate measures that should be taken in response.

The system relies on effective communication of the current threat condition to all responders, especially those within the SOC. Throughout the course of the two-day exercise the US Department of Homeland Security HSAS remained at "Orange" for California and was only raised to "Red" in eastern states. Adding to the confusion California declared its internal threat condition at "Red." These threat conditions were not made clear to participants. As a result, participants were not clear on the proper protective measures.

Recommendation: Provide continuous display of current threat conditions, per the HSAS and State threat levels within the SOC and REOC. It is acceptable for the Nation and the State to have identified two different threat conditions, however procedures should be in place for proper notification of current threat conditions and response per identified protective measures listed on the "California State Agency Guidance: Homeland Security Advisory System," dated March 12, 2003.

Task III-2: *Activate, Expand, and Operate Emergency Operations Centers*

Issue II.2.1: Southern REOC.

Summary: The physical size and limited and/or defective technologies of the Southern REOC was not sufficient to support an effective EOC team.

Consequence: Lack of adequate space and functioning technologies affects the REOC staff's ability to manage its response, creating a delay in EOC effectiveness and efficiency. This leads to the potential delay of mutual aid resources and potentially substandard emergency management response.

Analysis: Participants were inherently aware of the multitude of resources that would be needed within the REOC to support an incident of this nature. However, the minimal capacity and defective technologies of the REOC limited much of the staff to respond efficiently and effectively. Computers were outdated and processed data too slow, television monitors did not work, and the lack of a speaker system for briefings hampered REOC internal response and coordination. Additionally, the lack of working/walking space in a fully functional REOC limited responders' capabilities and efficiency.

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Recommendation: Explore alternative sites for a new or alternate REOC, or explore options to expand the current EOC location. Consider the maximum size that would be needed to run an incident of this size. Assure the center is equipped with needed equipment to support the new REOC.

Task III-2: *Activate, Expand, and Operate Emergency Operations Centers*

Issue II.2.2: Situation Reports

Summary: Need to be more efficient at obtaining and distributing information. Situation reports were not distributed and/or updated in a timely fashion.

Consequence: Failure to manage information limits response coordination, effectiveness, and efficiency.

Analysis: Participants stressed concern with the current procedures for developing a disseminating Situation Reports. Multiple issues were identified with current procedures for developing a disseminating Situation Reports, including:

- Units need to be more efficient at obtaining information
- Units need to be more efficient at distributing/communication information
- Units must be staffed with additional personnel to manage Situation Reports - acquiring and synthesizing information and putting it into a Situation Report format
- Unit leaders were left to verify and input information for Situation Reports instead of just proof reading

Recommendation: Procedures for complying and disseminating Situation Reports need to be streamlined. The following recommendations were collected:

- Streamline the approval of information for the Situation Reports
 - Create a verification position within each Unit for verification of information
 - Provide greater control of Situation Reports so that access is controlled
 - Need the ability to save a draft Situation Reports without submitting it
 - Review current format of Situation Reports for ease of reporting and reviewing
 - Units need to be staffed with personnel who can work with a Situation Report
 - Finally, Situation Reports need to be distributed in a timely fashion.
-

Task III-2: *Activate, Expand, and Operate Emergency Operations Centers*

Issue II.2.3: Frequency of EOC Briefings

Summary: Incoming information was not conveyed or announced via EOC briefings frequently enough.

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Consequence: Failure to manage information limits response coordination, effectiveness, and efficiency.

Analysis: Overwhelmingly participants recognized the need for more frequent of EOC Briefings.

Recommendation: Improve EOC, ICS, and SEMS training competencies. The information cited does not indicate critical flaws in the response effort, but rather highlight the need for further discussion, training, and exercising. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.

Task III-2: *Activate, Expand, and Operate Emergency Operations Centers*

Issue II.2.4: EOC Information Display (e.g., Status Boards)

Summary: The lack of frequency of EOC briefings and situation reports increased the need for incoming information to be displayed on electronic status boards.

Consequence: Failure to manage information limits response coordination, effectiveness, and efficiency.

Analysis: The lack of frequency of EOC briefings and situation reports increased the need for incoming information to be displayed on electronic status boards.

Recommendation: Improve EOC, ICS, and SEMS training competencies. The information cited does not indicate critical flaws in the response effort, but rather highlight the need for further discussion, training, and exercising. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.

Task III-3: *Direction and Control Response Operations*

Issue III.3.1: Law Enforcement Sensitive Information - California State Warning Center

Summary: There was some confusion as to who was to receive the information from the State Warning Center and at what level of sensitivity.

Consequence: Lack of communications between law enforcement agencies prevents data from being analyzed as to the seriousness of the incident in a timely manner.

Analysis: The new CSWC was put into operation to gather intelligence information from various sources (e.g., CHP and STTAC) and disseminate to proper jurisdictions and/or disciplines (e.g., SOC and REOC). Procedures are in place at the CSWC for receiving and

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disseminating intelligence information, however players were unsure at times who was to receive the intelligence information and at what level of sensitivity. This was the first exercise for the California State Warning Center.

Recommendation: California OHS should be consulted for recommendations.

Task III-3: *Direction and Control Response Operations*

Issue III.3.2: Information Flow through the California State Warning Center - "Ops Link"

Summary: The information flow, from numerous incident sites, was received at the CSWC by way of either the California Highway Patrol (CHP) or the Governor's Office of Emergency Services (OES). The receipt and dissemination of information through the CSWC was handled in an exceptional manner. By staffing the CSWC with members of both the CHP and OES there was prompt and accurate flow of information. This also allowed law enforcement agencies and emergency managers to analyze data, assess the seriousness of the incident, make an initial estimate of impact and mobilize the appropriate responses.

Consequence: Lack of communications between law enforcement agencies prevents data from being analyzed as to the seriousness of the incident in a timely manner.

Analysis: The flow of information through the CSWC was logged, evaluated and promptly disseminated to the OES SOC and Southern REOC via the "Ops Link." The CSWC also maintained a constant element of connectivity between the SOC and the Southern REOC. The personnel staffing the CSWC were obviously well trained and capable of handling high levels of communications traffic from numerous entities and formats. The exercise allowed CSWC an opportunity to refine, strengthen and enhance the coordination with all areas in law enforcement on consequence management.

Recommendation: The operation of the CSWC was very efficient and capable of handling a broad range of communications functions. Because it is a relatively new aspect of the SOC it is important that its existence be made known throughout the State of California. The use of the "Ops Link" needs to be defined for operations. It is also imperative that the CSWC maintains its high level of competency through continued use and training.

Task III-3: *Direction and Control Response Operations*

Issue II.3.4: Interagency Communications - Plans Unit.

Summary: Communication from the SOC to the REOC did not follow procedure, therefore causing disruptions to the flow of information.

Consequence: Procedures are in place for the Southern REOC to report information to the SOC. The result of the SOC contacting all sections of the Southern REOC inherently delays

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the proper reporting procedures from the Southern REOC to the SOC and potentially allows for unsubstantiated information to be reported to the SOC.

Analysis: It became counterproductive for the SOC plans unit to phone all sections of the Southern REOC for information (unspecified). This procedure delayed the Southern REOC plans section ability to analyze information and provide it in a timely manner to the SOC. Procedures are in place for reporting information from the Southern REOC to the SOC, these procedures allow the Southern REOC to analyze, verify, and report information in a timely manner.

Recommendation: State OES, SOC and Southern REOC representatives, should work together to ensure current reporting procedures are effective and efficient in order to manage an incident of this nature; stakeholders should ensure are SEMS compliance.

State OES staff should provide a REOC and SOC refresher course to assist OES staff not normally assigned to the EOC, new OES staff, and partners who respond to State EOCs prior to Golden Guardian 2005. The refresher course should include SEMS training to ensure knowledge of information flow (vertical and horizontal) between with field, city EOC, OA EOC, REOC and SOC; SEMS positions and responsibilities; RIMS user interface training; and a review of applicable RIMS forms.

Provide all SOC and REOC responders a reference guide or "cheat sheet" at their SOC and REOC workstation. The reference guide should include SEMS communication flow chart to ensure knowledge of information flow (vertical and horizontal) between with field, city EOC, OA EOC, REOC and SOC; a listing of all SEMS positions and responsibilities; RIMS user interface guide; and a guide for filling out applicable RIMS forms.

Task III-3: *Direction and Control Response Operations*

Issue II.3.5: Response Information Management System (RIMS)

Summary: The capabilities of the RIMS system was not used to its fullest potential within the SOC and Southern REOC. Many SOC and Southern REOC participants were unfamiliar with the internet based RIMS system and had difficulty accessing RIMS. Even with those difficulties, most participants felt the experience using RIMS was still a positive experience.

Consequence: Failure to manage information limits response coordination, effectiveness, and efficiency.

Analysis: Not all participants were using the RIMS automation to its fullest potential, and deployment of the system seemed to be problematic in terms of access times, user interface, and user log out times. Specific RIMS issues identified and observed include the following list:

- Eliminate redundancy of documentation (e.g., RIMS status, RIMS Duty Log, and paper memos)
- RIMS forms do not reflect the reality of information gathering

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- In where one can choose the responding agency, one cannot chose the agency entered from the previous tasking
- There needs to be a flow chart for when the Southern REOC or SOC completes the various steps in Missions
- Care & Shelter, Fire & Rescue, and Medical/Health Resource Branch status reports were not functional
- The Advance Plan Report does not reflect the true needs of the process - missed information and poor organization
- The text fields in the Action Plans do not allow enough characters for full sentences or visual editing
- The guidance document for RIMS usage was acknowledged as being a useful tool for emergency management responders at the SOC, requested for review/use at the Southern REOC

Recommendation: Review/update RIMS for efficiency of use and adopt appropriate modifications to its system and forms. Provide user interface training on RIMS and applicable RIMS forms.

Task III-4: *Notify Government Agencies and Officials*

No issues were observed.

Task III-5: *Coordinate and Support Activation of Traffic and Access Control Points*

No issues were observed.

Task III-6: *Coordinate and Support Protection of At-Risk Population*

No issues were observed.

Task III-7: *Direct Protective Actions for Schools, Day Care Centers, and Special Populations*

No issues were observed.

Task III-8: *Direct and Control Distribution of Supplies and Equipment*

Issue III.8.1: Requests for Additional Radiological Screening and Monitoring Equipment

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Summary: Notification and requests for state radiological resources/assets did not follow standardized emergency management system (SEMS) procedures.

Consequence: Per the Emergency Services Act, all state agencies are required to use the Standardize Emergency Management System (SEMS).

Analysis: California Radiological Emergency Support Team (CREST) arrived on scene early with concerns that the proper notification and request procedures were not followed. It is unknown who authorized the deployment of these resources. Additionally, the California Radiological Emergency Response Plan was not activated early enough.

Recommendation: Develop a list of all State radiological resources, contact names and phone numbers. Provide information for procedures and protocols to request these resources; update California Radiological Emergency Plan (REP).

Improve EOC, ICS, and SEMS training competencies. The information cited does not indicate critical flaws in the response effort, but rather highlight the need for further discussion, training, and exercising. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.

Task III-9: *Request and Coordinate Additional Response Support*

No issues were observed.

Task III-10: *Request State/Federal Assistance*

Issue III.10.1: Mission Tasking - California National Guard, Civil Support Team (CST)

Summary: Not all participants were clear of the multiple procedures for requesting support and activating the CST for a terrorism incident.

Consequence: Timely notification of all State resources affects an appropriate response to the incident and the subsequent return to normalcy.

Analysis: Often during large-scale exercises, response disciplines experience problems in agency notification, mobilization, information management and communication systems. Significant organizational deficiencies, such as failing to understand redundant and/or alternative means for requesting resources to a crisis, are frequently not discovered until the onset of a major operation. Involving the correct agencies in a timely manner improves the appropriateness of the response. The issue of this inclusiveness trait by the State jurisdictions reinforced the validity of this fact/assertion.

Recommendation: Improve EOC, ICS, and SEMS training competencies. The information cited does not indicate critical flaws in the response effort, but rather highlight the need

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for further discussion, training, and exercising. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.

Task III-11: *Direct and Control Critical Infrastructure Mitigation*

No issues were observed.

Task III-12: *Direct and Control Public Information Activities*

Issue III.12.1: Delayed establishment of the Joint Information Center (JIC) team leader.

Summary: A team leader was not established early on causing the delegation of responsibilities to be confusing in the initial stages of the JIC operation. The JIC identified the need and appointed a team leader, making the delegation of roles more defined.

Consequence: Without the establishment of a team leader early on in the incident the delegation of responsibilities in the initial stages of the incident can become confusing, increasing the likelihood those PIOs will not be able to get appropriate information to the public. This may result in increased levels of apprehension among members of the general public and the dissemination of inaccurate or inconsistent information.

Analysis: The goal of a PIO is to make certain that the public receives accurate and timely information about the incident. To effectively accomplish this, the establishment of a team leader early on in the incident is critical to ensure the objectives of the JIC are met.

Recommendation: Improve JIC activation and operation training competencies. A public information disaster task force should be designated or tasked to develop a plan that includes policies and procedures for activating and operating the JIC. The plan should include: (1) how to activate the JIC; (2) procedures and phone lists for informing the EOC and other appropriate authorities that the JIC is operational and that the direction and control of public affairs/information has been shifted from the EOC to the JIC; (3) protocols for ensuring uninterrupted coverage with adequate staff; (4) procedures for providing coordinated media briefings; and (5) procedures for tracking and clarifying rumors. JIC activation and operation procedures exercises should be conducted regularly. Personnel should coordinate with the SOC to incorporate JIC activation and operations into scheduled exercises.

Task III-13: *Activate and Operate Joint Information Center*

Issue III.13.1: Communications between multiple JICs.

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Summary: Poor communications existed between the southern JIC and northern JIC. The southern JIC was located near the incident site in an area with poor cell phone coverage, and no e-mail or FAX capabilities.

Consequence: The JIC provides a continual flow of information to its respective EOCs, emergency responders, and to the public. Without appropriate communication operations between the southern JIC and northern JIC, there is a less capability to providing timely and accurate information to emergency responders and the public.

Analysis: Accurate and expedited dissemination of information is a critical component of the JIC. Preservation of life and property may hinge on instructions and directions given by authorized officials. As a result of the communication failures, the northern JIC had to rely on a spotty cell phone communication medium to get vital reliable information.

Recommendation: Develop a statewide crisis communication and public affairs system and/or communications plan (flow chart) for the activation of remote JICs. Identify potential pre-incident JIC locations, in coordination with emergency responder pre-incident site planning of potential targets and events that occur within their purview. This familiarity, whether by way of target assessment or training, will enable PIOs to more effectively and efficiently handle the activation of a JIC as well as ensure multiple communication mediums exists. Additionally, emergency responders should be given the opportunity to train at the identified locations.

Consider developing a memorandum of understanding (MOU) at FedEx/Kinko's locations as a viable option for JIC operations. In absence of the above mentioned recommendations encourage PIO representatives to bring laptops, portable printers and multiple cells phones.

Task III-13: *Activate and Operate Joint Information Center*

Issue III.13.2: Coordination between multiple JICs.

Summary: JICs were established appropriately by individual jurisdictions; however the lack of a common communications system and the lack of a PIO representative in the Southern REOC and JIOC and/or unified command (UC) hampered the coordination efforts of multiple JICs.

Consequence: Not establishing a JIC causes a lack of coordination of messages and results in confusion for not only the media but also the public. An act of terrorism is likely to cause widespread panic, and ongoing communication of accurate and up-to-date information will help calm fears and limit collateral effects of the attack.

Analysis: All affected jurisdictions saw the need and benefit of having a JIC in place early in this incident. However, lack of coordination between the multiple active JICs and local government/agency PIO representatives resulted in conflicting information dissemination to media and public.

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Recommendation: Develop a statewide crisis communication and public affairs system and/or Organization Chart for the activation of remote JICs conforming to ICS. Include ICS command vests to better identify roles of participants.

All jurisdictions should consider cross training some personnel in various disciplines in the PIO function and prepare procedures for establishing a JIC during emergencies. Additionally, training to SOC and REOC staff should be provided in order to ensure familiarity with public information concepts. Media contact lists should be maintained. Jurisdictions should conduct annual training with local media representatives and share the details of the plan with them. Determine alternate forms of communication and incorporate them in the communication plan.

Task III-13: *Activate and Operate Joint Information Center*

Issue III.13.3: Situation Reports (SitReps) were not provided to JICs.

Summary: Situation Reports or SitReps were not provided to Northern JIC located within the SOC.

Consequence: Lack of coordination of messages results in confusion for not only the media but also the public. An act of terrorism is likely to cause widespread panic, and ongoing communication of accurate and up-to-date information will help calm fears and limit collateral effects of the attack.

Analysis: Situation update or SitReps were not provided to Northern JIC located within the SOC.

Recommendation: Develop a statewide crisis communication and public affairs system and/or communications plan (flow chart) for communication and coordination between all established JICs and their respective EOC. Within the SOC ensure SitReps are disseminated to the JIC to ensure coordination.

Task III-14: *Provide Emergency Public Information to Media and Public*

Issue III.14.1: Validating of Information.

Summary: Most agreed that a subject matter expert should be the spokesperson, depending on the information that was to be imparted to the media or the public. However, confusion existed in regards to the definition of "official information," and when and by whom is this "official information" validated.

Consequence: The likelihood existed that the public would receive conflicting and confusing messages when multiple messages were broadcast from multiple sources.

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Analysis: The current system to validate information proved to be difficult and lacked the immediacy needed given the circumstances, as official information on the average took 15 minutes to validate.

Recommendation: A clear and concise validation process for time sensitive information must be understood by all PIO representatives. The media has a significant impact of the response of the public reaction to a terrorism incident.

Task III-15: *Establish and Maintain Rumor Control Operations*

Issue III.15.1: Rumor control operations.

Summary: Unconfirmed reports about the event were being conveyed to the media from different sources.

Consequence: Without a plan for rumor control, there is a potential for rumors or misinformation, from either media accounts or the public, to be released. Rumors or misinformation can cause unnecessary distress among the public, provoke counter-productive public actions, and impede response and recovery efforts. Public information personnel must focus on addressing these rumors by providing accurate and timely information, which is coordinated with other affected response agencies.

Analysis: As part of their role, PIOs must deliver public information in a coordinated manner, as part of a consistent, unified response. Reports should include a description of the incident, the county's response, protective action decisions, and any other emergency information, as provided by health and medical partners. Use of the JIC provides for coordinated gathering, verifying and disseminating information to the public, however without coordination between multiple JICs the potential for misinformation exists.

Recommendation: Develop a statewide plan for rumor control where multiple JICs are operational. Keep activity log to be able to refer to at any time as it relates to controlling rumors. Have an Acronym list to assist is trade terms for those who are not familiar with the terms that are not commonly used in day-to-day communication.

A rumor control plan should be created that outlines (1) when and where rumor control operations can be setup; (2) rumor control staff members; (3) scripted messages for each rumor control staff member; (4) an outline for rumor control staff briefings; (5) a phone number—to be distributed to the public via media outlets—for inquiries regarding the incident; and (6) procedures for notifying PIOs of trends in rumors based on incoming telephone calls or monitoring of media reporting. Emergency rumor control procedures should be exercised regularly.

V. Protection

Task V-1: *Coordinate and Support Implementation of Protective Action Decisions*

No issues were observed.

Task V-2: *Prepare and Disseminate Protective Action Messages*

No issues were observed.

Task V-4: Coordinate Protective Actions for Special Populations

No issues were observed.

Task V-6: Coordinate Protective Actions for Schools and Daycare Centers

No issues were observed.

Task V-8: *Coordinate and Support Reception Center Operations*

Issue V.8.1: Mass Care and Sheltering

Summary: Due to the small plume caused by the size and type of RDD device, evacuations and self evacuation of individuals from around the detonation site were minimal.

Consequence: Planning for catastrophic event response of large numbers of individuals between the State and the American Red Cross must continue.

Analysis: The self evacuation prompted mass care and shelters to be set up in the defense mode; however both shelters and evacuation rendezvous sites were well coordinated. Issues that evolved through the coordination of the above mentioned shelters included 1) the coordination for requesting federal care and sheltering assistance; 2) decontamination and screening processes as well as identifying agency roles for decontamination including positioning of decontamination staging sites for evacuated individuals; and 3) animal care.

Recommendation: Continue to educate and train with American Red Cross and federal counterparts to understand the full capabilities and resources with respects to mass care and sheltering available through their services. California Department of Social Services should continue to plan with the American Red Cross and supporting State partners for catastrophic event sheltering.

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Review and update plans that are in place as necessary to assure all resource needs would be met. Involve all disciplines that would be involved in mass care and sheltering; mass decontamination and/or triage (i.e., screening) at sheltering sites; and animal care.

Task V-10: *Coordinate and Support Shelter Operations*

Issue V.10.1: Mass Care and Sheltering

Summary: Coordination for the mass care and sheltering of more than 275,000 evacuated and self evacuated individuals stressed the efforts of the State with respects to coordination with federal counterparts, decontamination screening, and animal care.

Consequence: Shelter sites must be preplanned and staffed to take care of the number of people that respond. Without proper rehabilitation, many more casualties would occur.

Analysis: The massive self evacuation prompted mass care and shelters to be set up in the defense mode; however both shelters and evacuation rendezvous sites were coordinated. Issues that evolved through the coordination of the above mentioned shelters included 1) the coordination for requesting federal care and sheltering assistance; 2) decontamination and screening of individuals prior to entering shelters; and 3) animal care.

Recommendation: Continue to educate and train with American Red Cross and federal counterparts to understand the full capabilities and resources with respects to mass care and sheltering available through their services. California Department of Social Services should continue working to identify large sites that could be used for shelters and developing a resource directory for such incidents.

Review and update plans that are in place as necessary to assure all resource needs would be met. Involve all disciplines that would be involved in mass care and sheltering; mass decontamination and/or triage (i.e., screening) at sheltering sites; and animal care.

Task V-12: *Arrange for Veterinary Services*

No issues were observed.

VI. Victim Care

Task VI-13: *Track Patient Status/Location*

No issues were observed.

Task VI-15: *Coordinate Disposition of Human Remains*

No issues were observed.

Participant Feedback

Exercise Evaluation Scores: *Full-Scale Exercise- Day 1*

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The exercise was well structured and organized.	0%	7%	57%	29%	7%
The scenario was plausible and realistic.	2%	0%	22%	45%	31%
The participants understood their roles and became engaged in the scenario.	2%	14%	32%	38%	14%
The controller (s) was knowledgeable about the area of play and kept the exercise on target.	0%	17%	22%	46%	15%
The exercise material used during the exercise was a valuable tool.	0%	9%	30%	46%	14%
Participation in the exercise was appropriate for someone in my position.	2%	4%	12%	40%	42%
The participants included the right people in terms of level and mix of disciplines.	0%	2%	17%	50%	31%

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Selected Participant Comments:

"Mike Sicilia was a total pro. Cool under fire and always available and helpful. He deserves big time kudos!"

"Eliminate redundancy of documentation, develop and write specific reporting guidelines."

"Need to have federal and local players working from the same scenario!"

"Send SOC players to SEMS training."

"A very well run exercise by the Southern REOC."

"Stress the importance of using the chain of command between staff of the SOC in dealing with staff in the REOC."

"We should definitely have more exercises for the practice because we all need the training."

"The script was a bit too jumpy; a better flow would be helpful."

"The LA County EOC was under-staffed and RIMS training for all."

"Most staff persons did not know their roles, we learned as we went."

"I would have liked a controller simulation number to utilize, to clarify inject messages."

"More injects and in a timely manner."

"Stronger emphasis needed on accessing basic information from RIMS/SEMS."

"We needed more REOC activity to better simulate real world experience and/or activities."

"More news injects both video and text. Overall the exercise went well!"

"Need to time phase all entities playing."

"Provide more opportunities for response at the state level. We were waiting for local/regional levels and this hampered the ability to use the SOC as it was staffed. Lots of expertise here but not everyone was engaged."

"Information that was critical to decision making in our area was missing so we were not able to make good decisions. (I.e. FBI stopped health info on danger in the area from getting out; this resulted in unnecessary self evacuations that impacted hospitals in the area, caused panic and chaos.)"

"Exercise could benefit from more active direction by the coordinators/controllers to keep play moving."

"The Dept. of Mental Health should have been present, and the American Red Cross was not present at the Southern REOC."

"Enjoyed the opportunities in this exercise, learned some new things and would like to participate in the future."

"Better support from the federal level."

"Intelligence and operations seemed disjointed."

"Ensure players will be available for the entire exercise."

"Information from Virginia kept interrupting our level of concentration."

"Have more media calls coming in; maybe have players act as simulated media seeking interviews and briefings."

"REOC was inadequate space wise."

"Thank you for the opportunity. All seemed to work well together."

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Exercise Evaluation Scores: *Full-Scale Exercise- Day 2*

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The exercise was well structured and organized.	0%	24%	20%	55%	0%
The scenario was plausible and realistic.	6%	3%	16%	63%	10%
The participants understood their roles and became engaged in the scenario.	0%	23%	16%	56%	3%
The controller (s) was knowledgeable about the area of play and kept the exercise on target.	3%	17%	38%	34%	6%
The exercise material used during the exercise was a valuable tool.	0%	14%	39%	39%	7%
Participation in the exercise was appropriate for someone in my position.	0%	10%	10%	40%	40%
The participants included the right people in terms of level and mix of disciplines.	0%	10%	24%	37%	27%

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Selected Participant Comments:

"Overall the controllers of this exercise did their best to stay on track with the exercise. There were outside entities that affected our play that was out of their control."

"Need to spend some money to develop a better Southern REOC facility."

"Some players did not have clear information about the drill."

"Involve American Red Cross."

"All personnel should receive several hours training for their position prior to participating in an EOC activation exercise. Training should include quick overview of SEMS, specific position training, explanation of REOC message form and flow, and review of the use of RIMS."

"Advanced planning meeting was good and necessary."

"CDF should participate in the planning level of exercises in the future."

"Do not break for the evening, play the exercise real-time."

"Let medical/health play more by having more casualties or larger blast area."

"We will need to look at the interface with events occurring in other states during a real event."

"Day 2 was better than Day 1. The participants were more engaged and missions were taking shape. Day 2 really took on essence of a real event, seemed to emulate actual response effort including technical/advanced planning meetings involving tough realistic concerns."

"Clarify who is the lead in a radiological terrorist event?"

"More oversight of injects, and better coordination between REOC and SOC."

"Thank you for including Caltrans as a participant. The OES staff was gracious hosts and excellent facilitators."

"Need representation for all functional areas of the SOC, in this exercise there were many missing."

"I liked the large screens in front of the SOC showing exercise material."

CONCLUSION



State of California's Golden Guardian 2004 Exercise Series was a bold undertaking by the state not only from an exercise methodology aspect, but also for dealing with a difficult scenario. Golden Guardian exercised the military, cities, counties, state and federal authorities and a small section of the private sector together in a maritime/costal terrorism context, including weapons of mass destruction (WMD). The exercise participants demonstrated a capability to:

- assess an emerging terrorism event,
- exercise their Emergency Management Plans, and
- institute coordinated emergency management with federal, state, and local jurisdictions.

Exercise participants completed all planned exercise objectives. They identified several lessons learned for improvements in the state's ability to respond to a terrorism event.

- Establish key communication mechanisms internally through situation reports and EOC briefings
- Review law enforcement sensitive reporting procedures; and provide training to OES personnel on purpose of the California State Warning Center and State Terrorism Threat Assessment Center.
- Expand SEMS and RIMS access and training
- Review state plans and procedures
- Improve communication processes between the SOC and REOCs

The State of California and local jurisdictions can use the results of this exercise to further refine plans, procedure, and training for a terrorist incident. In addition, the state should develop effective communications in the areas listed above to reduce the risk and disseminate protective measures to citizens, which will reduce rumors and public anxiety. Follow-up exercises can test specific improvements instituted as a result of this exercise and include a focus on inter- and intra-jurisdictional communication measures.

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APPENDIX A: IMPROVEMENT PLAN MATRIX

Task	Recommendations	Improvement Actions	Responsible Party/Agency	Completion Date
<p><i>Task II-2: Notification and Intelligence Flow from Incident Site(s)</i></p> <p>Issue II.2.1: Intelligence Communications Network</p>	<p>It would appear the State of California has two intelligence gathering entities performing similar, if not the same, tasks. To eliminate deconfliction issues and to maximize intelligence gathering capabilities and effectiveness, a comprehensive review of the two units, STTAC and CATIC should be performed.</p>	<p>1. A comprehensive analysis of both intelligence units is currently being conducted. The following agency heads will explore the issue and determine actions to be taken: OHS, CHP and DOJ</p>	<p>OHS, CHP, DOJ</p>	<p>Quarter 2, 2005</p>
<p><i>Task II-4: Collect Input for Hazard Assessment/EOC Advanced Planning</i></p> <p>Issue II.4.1: Advanced Planning Coordination and Information Gathering</p>	<p>Improve EOC, ICS, and SEMS training competencies.</p>	<p>1. OES & CA HSEEP has created a series of seminars and workshops are currently being conducted and scheduled throughout 2005.</p> <p>2. Seminars and workshops include: NIMS/SEMS integration, RIMS powered by E-Team, ICS and EOC Competency</p>	<p>OES, CA HSEEP</p>	<p>Complete</p>

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<p>Task II-4: <i>Collect Input for Hazard Assessment/EOC Advanced Planning</i></p> <p>Issue II.4.2: Advanced Planning Reporting</p>	<p>Standardize format for advanced planning reporting. Debrief Units/Unit leaders following advanced planning meetings. Standardize format for transition document from response to recovery.</p>	<ol style="list-style-type: none"> OES & CA HSEEP has created a series of seminars and workshops are currently being conducted and scheduled throughout 2005. Seminars and workshops include: NIMS/SEMS integration, RIMS powered by E-Team, ICS and EOC Competency 	<p>OES, CA HSEEP</p>	<p>Complete</p>
<p>Task III-1: <i>Alert and Mobilize Emergency Operations Center Staff</i></p> <p>Issue III.1.1: EOC Staffing.</p>	<p>Establish a direct communications link between SOC and REOC with respective operational counterpart. Ensure all participants are properly trained and have adequate workspace and technologies to effectively manage their responsibilities.</p>	<ol style="list-style-type: none"> OES and State Agency Representative will meet to explore the issue and determine actions to be taken. OES & CA HSEEP has created a series of seminars and workshops available to all state agency representatives operating within the SOC/REOC. Seminars and workshops are currently being conducted and scheduled throughout 2005. 	<p>OES</p>	<p>Quarter 2, 2005</p>
<p>Task III-1: <i>Alert and Mobilize Emergency Operations Center Staff</i></p> <p>Issue III.1.2: Homeland Security Advisory System</p>	<p>Provide continuous display of current threat conditions, per the HSAS and State threat levels within the SOC and REOC.</p>	<ol style="list-style-type: none"> The following agency representatives will meet to explore the issue and determine actions to be taken: OES, OHS, DOJ, CHP 	<p>OES</p>	<p>Quarter 2, 2005</p>

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<p>Task III-2: <i>Activate, Expand, and Operate Emergency Operations Centers</i></p> <p>Issue II.2.1: Southern REOC.</p>	<p>Explore alternative sites for a new or alternate REOC, or explore options to expand the current EOC location. Consider the maximum size that would be needed to run an incident of this size. Assure the center is equipped with needed equipment to support the new REOC.</p>	<p>1. The following agency representatives will meet to explore the issue and determine actions to be taken: OES</p>	<p>OES</p>	<p>TBD</p>
<p>Task III-2: <i>Activate, Expand, and Operate Emergency Operations Centers</i></p> <p>Issue II.2.2: Situation Reports</p>	<p>Procedures for complying and disseminating Situation Reports need to be streamlined. The following recommendations were collected:</p> <ul style="list-style-type: none"> • Streamline the approval of information for the Situation Reports • Create a verification position within each Unit for verification of information • Provide greater control of Situation Reports so that access is controlled • Need the ability to save a draft Situation Reports without submitting it • Review current format of Situation Reports for ease of reporting and reviewing • Units need to be staffed with personnel who can work with a Situation Report • Situation Reports need to be distributed in a timely manner 	<p>1. OES & CA HSEEP has created a series of seminars and workshops are currently being conducted and scheduled throughout 2005.</p> <p>2. Seminars and workshops include: NIMS/SEMS integration, RIMS powered by E-Team, ICS and EOC Competency</p>	<p>OES, CA HSEEP</p>	<p>Complete</p>
<p>Task III-2: <i>Activate, Expand, and Operate Emergency Operations Centers</i></p> <p>Issue II.2.3: Frequency of EOC Briefings</p>	<p>Improve EOC, ICS, and SEMS training competencies. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.</p>	<p>1. A series of seminars and workshops are currently being conducted and scheduled throughout 2005.</p> <p>2. Seminars and workshops include: NIMS/SEMS integration, RIMS powered by E-Team, ICS and EOC Competency</p>	<p>OES, CA HSEEP</p>	<p>Complete</p>

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Task	Recommendations	Improvement Actions	Responsible Party/Agency	Completion Date
<p>Task III-2: <i>Activate, Expand, and Operate Emergency Operations Centers</i></p> <p>Issue II.2.4: EOC Information Display (e.g., Status Boards)</p>	<p>Improve EOC, ICS, and SEMS training competencies. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.</p>	<p>1. OES representatives will meet to explore the issue and determine actions to be taken.</p>	<p>OES</p>	<p>Quarter 2, 2005</p>
<p>Task III-3: <i>Direction and Control Response Operations</i></p> <p>Issue III.3.1: Law Enforcement Sensitive Information - California State Warning Center</p>	<p>The CSWC and local law enforcement should work together as soon as information is received of terrorist activity in the area. Internal communications within the STTAC and CSWC can ensure all information is kept at a "sensitive" level. As decisions are made, reporting processes should be put in place, as to who should receive intelligence information and at what level of sensitivity they should be receive intelligence.</p>	<p>1. Develop a working group to determine sensitive information dissemination procedures and training for OES, CHP, DOJ, OHS, and federal intelligence counterparts</p>	<p>CHP, DOJ, OES, OHS</p>	<p>Quarter 2, 2005</p>
<p>Task III-3: <i>Direction and Control Response Operations</i></p> <p>Issue III.3.2: Information Flow through the California State Warning Center - "Ops Link"</p>	<p>The operation of the CSWC was very efficient and capable of handling a broad range of communications functions. Because it is a relatively new aspect of the SOC it is important that its existence be made known throughout the State of California. The use of the "Ops Link" needs to be defined for operations. It is also imperative that the CSWC maintains its high level of competency through continued use and training.</p>	<p>1. Develop a working group to refine/determine purpose, function, and method, of "Ops Link"</p> <p>2. Create a secure line for communication of sensitive information through "Ops Link"</p> <p>3. Provide training for OES, CHP, DOJ, OHS, and state SOC/REOC representatives</p>	<p>CHP, OES</p>	<p>Quarter 2, 2005</p>

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Task	Recommendations	Improvement Actions	Responsible Party/Agency	Completion Date
<p>Task III-3: <i>Direction and Control Response Operations</i></p> <p>Issue II.3.4: Interagency Communications - Plans Unit.</p>	<p>State OES, SOC and Southern REOC representatives, should work together to ensure current reporting procedures are effective and efficient in order to manage an incident of this nature; stakeholders should ensure are SEMS compliance.</p>	<ol style="list-style-type: none"> 1. OES & CA HSEEP has created a series of seminars and workshops are currently being conducted and scheduled throughout 2005. 2. Seminars and workshops include: NIMS/SEMS integration, RIMS powered by E-Team, ICS and EOC Competency 	<p>OES, CA HSEEP</p>	<p>Complete</p>
<p>Task III-3: <i>Direction and Control Response Operations</i></p> <p>Issue II.3.5: Response Information Management System (RIMS)</p>	<p>Review/update RIMS for efficiency of use and adopt appropriate modifications to its system and forms. Provide user interface training on RIMS and applicable RIMS forms.</p>	<ol style="list-style-type: none"> 1. OES & CA HSEEP has created a series of seminars and workshops are currently being conducted and scheduled throughout 2005. 2. Seminars and workshops include: NIMS/SEMS integration, RIMS powered by E-Team, ICS and EOC Competency 	<p>OES, CA HSEEP</p>	<p>Complete</p>
<p>Task III-8: <i>Direct and Control Distribution of Supplies and Equipment</i></p> <p>Issue III.8.1: Requests for Additional Radiological Screening and Monitoring Equipment</p>	<p>Develop a list of all State radiological resources, contact names and phone numbers. Provide information for procedures and protocols to request these resources; update California Radiological Emergency Plan (REP).</p>	<ol style="list-style-type: none"> 1. EOC Competency seminars covering methods to request state and/or federal resources are currently being offered through OES and CA HSEEP 	<p>OES Radiological unit</p>	<p>Quarter 2, 2005</p>

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Task	Recommendations	Improvement Actions	Responsible Party/Agency	Completion Date
<p>Task III-10: <i>Request State/Federal Assistance</i></p> <p>Issue III.10.1: Mission Tasking - California National Guard, Civil Support Team (CST)</p>	<p>Improve EOC, ICS, and SEMS training competencies. It is suggested that all agencies continue to participate in tabletop and functional exercises that focus on these issues. Additionally, all agencies are encouraged to update respective terrorism response plans and procedures if applicable.</p>	<p>1. EOC Competency seminars covering methods to request state and/or federal resources are currently being offered through OES and CA HSEEP</p>	<p>OES Fire and LE Branch</p>	<p>Quarter 2, 2005</p>
<p>Task III-12: <i>Direct and Control Public Information Activities</i></p> <p>Issue III.12.1: Delayed establishment of the Joint Information Center (JIC) team leader.</p>	<p>Improve JIC activation and operation training competencies. A public information disaster task force should be designated or tasked to develop a plan that includes policies and procedures for activating and operating the JIC.</p>	<p>1. EOC Competency seminars covering the operations of a JIC are currently being offered through OES and CA HSEEP</p>	<p>OES Public Information Assistance Unit</p>	<p>Quarter 2, 2005</p>
<p>Task III-13: <i>Activate and Operate Joint Information Center</i></p> <p>Issue III.13.1: Communications between multiple JICs.</p>	<p>Develop a statewide crisis communication and public affairs system and/or communications plan (flow chart) for the activation of remote JICs. Identify potential pre-incident JIC locations, in coordination with emergency responder pre-incident site planning of potential targets and events that occur within their purview. This familiarity, whether by way of target assessment or training, will enable PIOs to more effectively and efficiently handle the activation of a JIC as well as ensure multiple communication mediums exists. Additionally, emergency responders should be given the opportunity to train at the identified locations. Consider developing a memorandum of understanding (MOU) at FedEx/Kinko's locations as a viable option for JIC operations. In absence of the above mentioned recommendations encourage PIO representatives to bring laptops, portable printers and multiple cells phones.</p>	<p>1. EOC Competency seminars covering the operations of a JIC are currently being offered through OES and CA HSEEP</p>	<p>OES Public Information Assistance Unit</p>	<p>Quarter 2, 2005</p>

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Task	Recommendations	Improvement Actions	Responsible Party/Agency	Completion Date
<p>Task III-13: <i>Activate and Operate Joint Information Center</i></p> <p>Issue III.13.2: Coordination between multiple JICs.</p>	<p>Develop a statewide crisis communication and public affairs system and/or Organization Chart for the activation of remote JICs conforming to ICS. Include ICS command vests to better identify roles of participants.</p>	<p>1. EOC Competency seminars covering the operations of a JIC are currently being offered through OES and CA HSEEP</p>	<p>OES Public Information Assistance Unit</p>	<p>Quarter 2, 2005</p>
<p>Task III-13: <i>Activate and Operate Joint Information Center</i></p> <p>Issue III.13.3: Situation Reports (SitReps) were not provided to JICs.</p>	<p>Develop a statewide crisis communication and public affairs system and/or communications plan (flow chart) for communication and coordination between all established JICs and their respective EOC. Within the SOC ensure SitReps are disseminated to the JIC to ensure coordination.</p>	<p>1. The following agency representatives will meet to explore the issue and determine actions to be taken: OES & JIC</p>	<p>OES Public Information Assistance Unit</p>	<p>Quarter 2, 2005</p>
<p>Task III-14: <i>Provide Emergency Public Information to Media and Public</i></p> <p>Issue III.14.1: Validating of Information.</p>	<p>A clear and concise validation process for time sensitive information must be understood by all PIO representatives. The media has a significant impact of the response of the public reaction to a terrorism incident.</p>	<p>1. EOC Competency seminars covering the operations of a JIC are currently being offered through OES and CA HSEEP</p>	<p>OES Public Information Assistance Unit</p>	<p>Quarter 2, 2005</p>
<p>Task III-15: <i>Establish and Maintain Rumor Control Operations</i></p> <p>Issue III.15.1: Rumor control operations.</p>	<p>Develop a statewide plan for rumor control where multiple JICs are operational. Keep activity log to be able to refer to at any time as it relates to controlling rumors. Have an Acronym list to assist is trade terms for those who are not familiar with the terms that are not commonly used in day-to-day communication.</p>	<p>1. EOC Competency seminars covering the operations of a JIC are currently being offered through OES and CA HSEEP</p>	<p>OES Public Information Assistance Unit</p>	<p>Quarter 2, 2005</p>

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Task	Recommendations	Improvement Actions	Responsible Party/Agency	Completion Date
<p>Task V-8: <i>Coordinate and Support Reception Center Operations</i></p> <p>Issue V.8.1: Mass Care and Sheltering</p>	<p>Continue to educate and train with American Red Cross and federal counterparts to understand the full capabilities and resources with respects to mass care and sheltering available through their services. California Department of Social Services should continue working to identify large sites that could be used for shelters and developing a resource directory for such incidents. Review and update plans that are in place as necessary to assure all resource needs would be met. Involve all disciplines that would be involved in mass care and sheltering; mass decontamination and/or triage (i.e., screening) at sheltering sites; and animal care.</p>	<ol style="list-style-type: none"> 1. Develop a working group explore the Mass Care and Sheltering issues and determine actions to be taken to support 2. Provide training for OES, DSS, AMR, CDC, and additional state and federal counterparts 	<p>OES, DSS, AMR, CDC</p>	<p>TBD</p>
<p>Task V-10: <i>Coordinate and Support Shelter Operations</i></p> <p>Issue V.10.1: Mass Care and Sheltering</p>	<p>Continue to educate and train with American Red Cross and federal counterparts to understand the full capabilities and resources with respects to mass care and sheltering available through their services. California Department of Social Services should continue working to identify large sites that could be used for shelters and developing a resource directory for such incidents. Review and update plans that are in place as necessary to assure all resource needs would be met. Involve all disciplines that would be involved in mass care and sheltering; mass decontamination and/or triage (i.e., screening) at sheltering sites; and animal care.</p>	<ol style="list-style-type: none"> 1. Develop a working group explore the Mass Care and Sheltering issues and determine actions to be taken 2. Provide training for OES, DSS, AMR, CDC, and additional state and federal counterparts 	<p>OES, DSS, AMR, CDC</p>	<p>TBD</p>