Emergency Operations Center Functional Exercise
and Cyber Security Tabletop Exercise
Statement of Work
August 29, 2014

About the Department:
The City of Los Angeles Emergency Management Department (EMD) coordinates the emergency preparedness and planning for all City departments, over four million residents, and over 400,000 businesses residing within the 475 square miles of the City of Los Angeles. During major emergencies and disasters, EMD coordinates the response, mitigation and recovery efforts for the entire City and operates a state-of-the-art Emergency Operations Center (EOC).

Overview of the Project:
Recent incidents and events within the City of Los Angeles and the region have revealed a need for the development of a more standardized Situational Awareness process (SA), leading to the development of a more comprehensive Common Operating Picture (COP). Utilizing established processes, procedures and protocols, an EOC Functional Exercise (FE) will ensure that effective coordination exists between EOC and Department Operations Centers (DOCs) at multiple levels by evaluating this coordination and information sharing capability.

A Cyber Security based tabletop exercise (TTX) will expose City departments and key City staff to the impact and effects of a cyber attack on critical City systems and infrastructure. Through the use of a TTX, staff will be given the opportunity to examine key City processes and identify gaps in system security and restoration, providing an opportunity for evaluating cyber protection program enhancement.

Scope of Work
This Scope of Work (SOW) provides for the development and conduct of an EOC Functional Exercise (FE) for the City of Los Angeles to be held November 20, 2014, and a Cyber Security Tabletop Exercise (TTX) to be conducted in the first quarter of calendar year 2015.

The Consultant, under the direction of and in coordination with the City of Los Angeles Emergency Management Department’s Training and Exercise Unit, will assist the EMD in the planning, designing, development, and execution of the Functional Exercise and TTX. The exercises will be focused on the vertical and horizontal coordination required by the Standardized Emergency Management System (SEMS), and the horizontal coordination and communications between the EOC and relevant City DOCs. Additionally, the exercising and evaluation of communication coordination with other public agencies, selected private sector agencies, and Non-Governmental Organization (NGO) EOCs will be a component of this SOW.

Deliverable 1: EOC Exercise Design Team (EDT) Meetings
A series of meetings of the Exercise Design Team (EDT) to plan for the Functional Exercise shall commence immediately after contract award. A senior member of the Consultant’s team must be available to work very closely with EMD and the City of Los Angeles
throughout the life of the contract. EMD intends to have the Consultant support the EDT as the Exercise Assistant Director, under the guidance of EMD. The Consultant shall assist EMD with each EDT planning meeting and provide any staff necessary for logistical support and any subject matter experts that may be required.

During the EDT planning meetings, the Consultant shall work with EMD to determine, develop and implement the goals and objectives of the FE consistent with City of Los Angeles plans, protocols and procedures, as well as FEMA’s National Preparedness Goals’ Core Capabilities.

The Consultant shall support all exercise related meetings. This may include a combination of teleconferences/webinars and live events. The Consultant shall support EMD with production of EDT meeting materials and distribute them to EDT members, no later than one (1) week prior to each meeting.

**Deliverable 1 Tasks**

The Consultant shall be responsible for supporting EMD with the following specific tasks, among others, related to the EDT Planning Meetings:

- Schedule meeting rooms (which will be provided by EMD);
- Develop and distribute all EDT meeting materials;
- Draft agenda (must be delivered to EMD for review at least one week prior to application);
- Manage sign-in sheets;
- Provide and affix any necessary signage in support of the meeting(s);
- Provide and set up any necessary audio/visual equipment;
- Manage invitations, reminders and registration;
- Read-ahead packet, if appropriate (must be delivered at least one week in advance when determined appropriate by EMD);
- Maintain and update as necessary one Master List of participating agencies, and an EDT roster over the duration of the contract;
- Maintain and update as necessary one master project management timeline/Exercise Program calendar over the duration of the contract;
- Record and document meeting minutes, which the Consultant shall distribute to all EDT members; and
- Perform any other tasks necessary to support and assist in facilitating EDT meetings.

Using the EDT meetings as Homeland Security Exercise Evaluation Program (HSEEP) Planning Conferences, the Consultant will coordinate the exercise for the City of Los Angeles, which will include development of the items listed below:

- Functional Exercise Plan;
- Functional Exercise Schedule;
• Scenario and Master Scenario Events List (MSEL);
• Player Briefing;
• Player Handout;
• Directory;
• Controller/Evaluator Handbook;
• Simulator Handbook/Guide;
• Exercise Evaluation Guides;
• Participants Critiques/Feedback Forms;
• Observer Packet;
• Sign-in sheets; and
• Signage as appropriate.

The Consultant will also be responsible for supporting EMD with the following tasks in furtherance of the FE planning:

• Assist the EDT in sending out invitations for the FE and manage registration.
• Assist the EDT in recruiting non-Consultant controllers, evaluators and simulators.
• Conduct Controller, Evaluator and Simulator Training during the week prior to the FE.
• Facilitate a Hotwash (an immediate after FE discussion/review) with key players immediately after the FE and document best practices, lessons learned and significant comments.
• Provide not less than thirteen (13) exercise staff to be present at the City of Los Angeles EOC during the FE, including:
  ➢ One (1) individual to function as the Senior Controller/Evaluator;
  ➢ One (1) individual to function as Simulation Cell (SimCell) Director;
  ➢ Five (5) individuals to function as FE Controllers (to be assigned in the EOC and designated DOCs); and
  ➢ Six (6) individuals to function as FE Evaluators (to be assigned in the EOC and designated DOCs).
• Develop the FE After-Action Report/Improvement Plan.

The Consultant will work with EMD to determine the appropriate plans, protocols and procedures to be utilized as reference for the FE.

The Consultant shall focus on the use of the processes, procedures and systems developed and established within the City of Los Angeles to help design the FE. EMD also requires the Consultant to provide any recommendations they have for improving the use and capability of all such processes, procedures and systems as they are reviewed and evaluated for exercise purposes. As such, a Consultant’s demonstrated expertise and knowledge of the Core Capability of Operational Coordination, specifically regarding the development of Situational Awareness and the production of a Common Operating Picture (COP) in an EOC, is highly desirable.
**Deliverable 2: Deliver, Conduct and Evaluate the Functional Exercise**

The Consultant, in concert with the EDT, will assist EMD with development and implementation of a six (6) hour EOC FE for the City of Los Angeles. The FE will focus on Core Capabilities and objectives developed by EMD and the EDT. The scenario used will be of a sufficient impact as to cause the active engagement of the EOC Level III operational processes, procedures and systems. The City has preselected an earthquake as the driving exercise scenario. It is critical that the FE provide an opportunity for the City of Los Angeles to practice their operational procedures beginning with EOC involvement in a major incident/event, with incident/events directly tied to the overarching scenario, or resulting from the scenario which increase the size, scope and complexity of the scenario. An appropriate, but not overwhelming, number of FE injects will be necessary to drive players to perform tasks and should not include non-objective related injects that cause “busy work.”

EMD does not expect that all City Departments will participate in the EOC FE, although it does expect key City operational departments to activate their DOCs and participate in the FE. EMD requires the Consultant to target its support primarily to operations within the EOC, with the expectation that the Consultant will also support participating department’s involvement in the FE.

**Deliverable 2 Tasks**

The Consultant shall conduct the following activities in order to gather background and data for the FE:

- Review existing EOC planning, training, exercise and real-event After-Action Reports.
- Meet with required City Departments and any assisting or cooperating agencies, as identified by EMD, to reaffirm the existing protocols, processes and procedures related primarily, but not exclusively, to the development of SA and the creation of a COP.

**Deliverable 3: FE After Action Report (AAR) and Improvement Plan (IP) and FE AAR/IP Conference**

The Consultant shall be responsible for developing and writing the FE After-Action Report (AAR) for submission and approval by the City of Los Angeles Emergency Operations Board. In concert with EMD, the Consultant also shall submit the FE Improvement Plan/Corrective Action Program (IP/CAP) directly into the Department of Homeland Security’s Corrective Action Program website portal. Exercise development, conduct and materials shall be consistent with the California Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS) and Homeland Security Exercise Evaluation Program (HSEEP) requirements.

The Consultant will develop the FE AAR/IP that addresses the FE in accordance with the HSEEP framework (e.g., strengths, areas for improvement, summaries). While the Consultant’s AAR/IP does not need to address items specific to individual agencies from outside of the City of Los Angeles, it must include an analysis of the performance of all participating agencies as a whole (e.g., universal issues, outside agency coordination). The Consultant’s AAR/IP must also include a complete evaluation of the functions and activities of the City of Los Angeles EOC.
The Consultant will conduct an FE AAR/IP Conference once a draft of the FE AAR/IP is prepared. The Consultant will develop all FE AAR/IP Conference materials and distribute them to EMD and the EDT members.

**Deliverable 3 Tasks**

1. Develop the draft FE AAR/IP.
2. Finalize FE AAR/IP Conference materials, including:
   a. FE AAR/IP Conference Presentation (PowerPoint)
   b. Agenda
   c. Sign-in sheets
   d. Invitations (at least 3 weeks beforehand)
   e. Read-ahead packet (primarily the draft AAR/IP and agenda)
3. Draft, distribute and collect FE AAR/IP Conference evaluation forms and summary (by one (1) week afterwards).
4. Conduct FE AAR/IP Conference within 60 days after the last day of the exercise.
5. Provide FE AAR/IP Conference minutes to the EMD within one (1) week of the FE AAR/IP Conference.
6. Provide time for EDT members to submit comments and input to the AAR/IP.
7. Finalize the FE AAR/IP within 90 days after the conclusion of the FE.
8. Post FE AAR/IP to the HSEEP Portal (including CAPS).

**Deliverable 4: Tabletop Exercise Design Team (EDT) Meetings**

A series of meetings of the Exercise Design Team (EDT) to plan for the Tabletop Exercise (TTX) shall commence immediately after contract award. A senior member of the Consultant’s team must be available to work very closely with EMD and the City of Los Angeles throughout the life of the contract. EMD intends to have the Consultant support the EDT as the TTX Assistant Director, under the guidance of EMD. The Consultant shall assist EMD with each EDT planning meeting and provide any staff necessary for logistical support and any subject matter experts that may be required. The City has preselected a cyber terrorism attack on the City’s systems as the driving exercise scenario. It is critical that the TTX provide an opportunity for the City of Los Angeles to identify gaps related to core systems that support critical infrastructure and provide key City executives the ability to discuss and review continuity of operations plans as related to systems and the impact of a cyber attack.

During the EDT planning meetings, the Consultant shall work with EMD to determine, develop and implement the goals and objectives of the TTX consistent with City of Los Angeles plans, protocols and procedures, as well as FEMA’s National Preparedness Goals’ Core Capabilities.

The Consultant shall support all TTX related meetings. This may include a combination of teleconferences/webinars and live events. The Consultant shall support EMD with production of EDT meeting materials and distribute them to EDT members, not later than one (1) week prior to each meeting.
Deliverable 4 Tasks

The Consultant shall be responsible for supporting EMD with the following specific tasks, among others, related to the EDT Planning Meetings:

- Schedule meeting rooms (which will be provided by EMD);
- Develop and distribute all EDT meeting materials;
- Draft agenda (must be delivered to EMD for review at least one week prior to application);
- Manage sign-in sheets;
- Provide and affix any necessary signage in support of the meeting(s);
- Provide and set up any necessary audio/visual equipment;
- Manage invitations, reminders and registration;
- Read-ahead packet, if appropriate (must be delivered at least one week in advance when determined appropriate by EMD);
- Maintain and update as necessary one Master List of participating agencies, and a list/EDT roster over the duration of the contract;
- Maintain and update as necessary one master project management timeline/Exercise Program calendar over the duration of the contract;
- Record and document meeting minutes, which the Consultant shall distribute to all EDT members; and
- Perform any other tasks necessary to support and assist in facilitating EDT meetings.

Using the EDT meetings as Homeland Security Exercise Evaluation Program (HSEEP) Planning Conferences, the Consultant will coordinate the TTX for the City of Los Angeles, which will include development of the items listed below:

- Tabletop Exercise Plan;
- Tabletop Exercise Schedule;
- Scenario and Master Scenario Events List (MSEL);
- Player Briefing;
- Player Handout;
- Directory;
- Controller/Evaluator Handbook;
- Simulator Handbook/Guide;
- Exercise Evaluation Guides;
- Participants Critiques/Feedback Forms;
- Observer Packet;
- Sign-in sheets; and
- Signage as appropriate.
The Consultant will also be responsible for supporting EMD with the following tasks in furtherance of the TTX planning:

- Assist the EDT in sending out invitations for the TTX and manage registration.
- Assist the EDT in recruiting non-Consultant controllers, evaluators and simulators.
- Conduct Controller, Evaluator and Simulator Training during the week prior to the TTX.
- Facilitate a Hotwash (an immediate after-TTX discussion/review) with key players immediately after the TTX and document best practices, lessons learned and significant comments.
- Provide not less than seven (7) TTX staff to be present at the City of Los Angeles EOC during the TTX, including:
  - One (1) individual to function as the Senior Controller/Evaluator;
  - Three (3) individuals to function as Exercise Controllers (to be assigned in the EOC; and
  - Three (3) individuals to function as TTX Evaluators.
- Develop the TTX After-Action Report/Improvement Plan.

The Consultant will work with EMD to determine the appropriate plans, protocols and procedures to be utilized as reference for the TTX.

The Consultant shall focus on the use of the processes, procedures and systems developed and established within the City of Los Angeles to help design the TTX. EMD also requires the Consultant to provide any recommendations they have for improving the use and capability of all such processes, procedures and systems as they are reviewed and evaluated for TTX purposes. As such, the Consultant should have demonstrated expertise and ability to coordinate and implement prevention, preparedness, response and recovery plans and capabilities pertaining to a significant cyber event or a series of events. In addition, the consultant should have demonstrated familiarity and experience related to the National Cyber Incident Response Plan, National Response Framework (NRF) and NRF Cyber Incident Annex.

**Deliverable 5: Deliver, Conduct and Evaluate the Tabletop Exercise**

The Consultant, in concert with the EDT, will assist EMD with development and implementation of a four (4) hour TTX for the City of Los Angeles. The TTX will focus on Core Capabilities and objectives developed by EMD and the EDT. A cyber security scenario will be of a sufficient impact as to cause the active engagement of critical City operational processes, procedures and systems. It is important that the TTX provide an opportunity for the City of Los Angeles to engage departments and agencies who provide or support directly or indirectly public services and infrastructure that are dependent on computer systems and software programs. An appropriate, but not overwhelming, number of exercise injects will be necessary to drive players to perform tasks and should not include non-objective related injects that distract exercise participants away from TTX exercise objectives.

EMD does not expect that all City Departments will participate in the TTX, although it does expect City operational departments to have key systems staff engaged in the discussion, gap identification and systems resolution to reinstate services.
Deliverable 5 Tasks

The Consultant shall conduct the following activities in order to gather background and data for the TTX:

- Review existing Cyber Security planning, training, exercise and real-event After-Action Reports.
- Meet with required City Departments and EMD identified assisting or cooperating agencies to reaffirm the existing protocols, processes and procedures related primarily, but not exclusively, to the development of cyber security processes and protocols.
- Review existing City and Departmental Continuity of Operations Plans.

Deliverable 6: TTX After Action Report (AAR) and Improvement Plan (IP) and TTX AAR/IP Conference

The Consultant shall be responsible for developing and writing the TTX After-Action Report (AAR) for submission and approval by the City of Los Angeles Emergency Operations Board. In concert with EMD, the Consultant also shall submit the TTX exercise Improvement Plan/Corrective Action Program (IP/CAP) directly into the Department of Homeland Security’s Corrective Action Program website portal. TTX development, conduct and materials shall be consistent with the California Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS) and Homeland Security Exercise Evaluation Program (HSEEP) requirements.

The Consultant will develop a TTX AAR/IP that addresses the TTX in accordance with the HSEEP framework (e.g., strengths, areas for improvement, summaries). While the Consultant’s TTX AAR/IP does not need to address items specific to individual agencies from outside of the City of Los Angeles, it must include an analysis of the performance of all participating agencies as a whole (e.g., universal issues, outside agency coordination).

The Consultant will conduct an TTX AAR/IP Conference once a draft of the TTX AAR/IP is prepared. The Consultant will develop all TTX AAR/IP Conference materials and distribute them to EMD and the EDT members.

Deliverable 6 Tasks

1) Develop the draft TTX AAR/IP.
2) Finalize TTX AAR/IP Conference materials, including:
   a. TTX AAR/IP Conference Presentation (PowerPoint)
   b. Agenda
   c. Sign-in sheets
   d. Invitations (at least 3 weeks beforehand)
   e. Read-ahead packet (primarily the draft AAR/IP and agenda)
3) Draft, distribute and collect TTX AAR/IP Conference evaluation forms and summary (by one (1) week afterwards).
4) Conduct TTX AAR/IP Conference within 60 after the TTX.

5) Provide TTX AAR/IP Conference minutes to the EMD within one (1) week of the TTX AAR/IP Conference.

6) Provide time for EDT members to submit comments and input to the TTX AAR/IP.

7) Finalize the TTX AAR/IP within 90 days after the conclusion of the TTX.

8) Post TTX AAR/IP to the HSEEP Portal (including CAPS).

**Final Documentation Requirements:**

The Consultant will maintain a copy of all final documents developed pursuant to the contract and deliver to EMD two (2) USB drives or CDs containing these documents.

**Proposal Requirements and Content**

Proposals must conform to the following requirements:

1) Proposals are limited to 25 pages – any pages exceeding this limit will not be considered;

2) Margins must be at least one-inch on all sides; and

3) Text must be in 12-point font size.

Proposals must include the following:

1) A project plan, based on the scope of work above;

2) A description of the bidder’s knowledge of and experience with SEMS, NIMS, HSEEP, FEMA’s National Preparedness Goals’, Core Capabilities, National Cyber Incident Response Plan, National Response Framework (or NRF), NRF Cyber Incident Annex and any other documents or guidance referenced in the scope of work;

3) A description of their involvement with any EOC Functional and Tabletop Exercises comparable in scale and scope for a large complex jurisdiction, such as the City of Los Angeles, with a population of one million or more;

4) Clearly outline any and/or all value added items that are associated with the proposed costs; and

5) Line item schedule with costs.

Please note:

- Please be advised that the selected vendor must be prepared to execute the contract and complete the work on an expedited basis.
- Funding for this project and contract is subject to City of Los Angeles Council approval and the continuing availability to the City of federal funds for this project.
**Budget:**

The Agreement will be on a fixed-price basis for an amount not to exceed $99,000.

**Timeframe:**

*All dates noted as TBD will be agreed upon by selected vendor and Emergency Management Department.*

<table>
<thead>
<tr>
<th>Milestone</th>
<th>Date</th>
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<tbody>
<tr>
<td>Selected vendor start date</td>
<td>TBD</td>
</tr>
<tr>
<td>EMD planning meeting with selected vendor at 10:00 a.m.</td>
<td>TBD</td>
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<tr>
<td>Meet with existing City of Los Angeles Exercise Design Team</td>
<td>TBD</td>
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<tr>
<td>Review Concept &amp; Objectives with EMD and EDT for Functional Exercise</td>
<td>TBD</td>
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<tr>
<td>Planning Conference</td>
<td>TBD</td>
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<td>Controller/Evaluator Training</td>
<td>TBD</td>
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<tr>
<td>EOC Earthquake Functional Exercise</td>
<td>11/20/14</td>
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<tr>
<td>Review Concept &amp; Objectives with EMD and EDT for TTX Exercise</td>
<td>TBD</td>
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<tr>
<td>Meet with existing City of Los Angeles Exercise Design Team/</td>
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<tr>
<td>Review Tabletop Exercise Plan and Participant List</td>
<td>TBD</td>
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<td>FE After Action Conference</td>
<td>TBD</td>
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<tr>
<td>City of Los Angeles Cyber Security Tabletop Exercise</td>
<td>TBD</td>
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<tr>
<td>(January-February 2015)</td>
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<tr>
<td>FE After Action/Improvement Plan Submitted</td>
<td>TBD</td>
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<tr>
<td>TTX After Action/Improvement Plan Submitted</td>
<td>TBD</td>
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<tr>
<td>Contract completion date</td>
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**Eligibility:**

Eligible Proposers must meet all of the following requirements:

1. Must be in good standing with the Secretary of State, if a Corporation or Limited Liability Company;

2. The Proposer must have a license to do business in the City of Los Angeles;

3. The Proposer has not been debarred by the Federal Government, State of California, or local government;

4. If the Proposer has contracted with the State of California or the City of Los Angeles, it must not have an outstanding debt which has not been repaid or for which a repayment agreement plan has not been implemented. If it has contracted with any city agency, it must not have an outstanding disallowed...
cost or other liability to the City;

5. Financial stability and ongoing ability to provide the services proposed;

6. Availability of adequate staffing, including support and backup staff, with sufficient experience and technical expertise; and

7. Ability to work independently and efficiently with a specific timeline.

Proposal Deadline:

The deadline for submitting this proposal is September 12, 2014 at 5:00 p.m.

Proposal Submission Requirements:

- Please send Proposals in PDF format via email to: rolando.reyes@lacity.org.

- Please include the following in the subject line: “EOC Functional Exercise and Cyber Security Tabletop Exercise Proposal.”

- Proposals submitted after the deadline will not be considered.

Contact Person:

All questions regarding this project must be submitted via email to Rolando Reyes at rolando.reyes@lacity.org.

Notification Procedure:

A vendor will be selected by September 19, 2014, and notifications will be sent out to all bidders via email.

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