



# **THE TERRITORY OF GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**



## TABLE OF CONTENTS

RECORD OF CHANGES .....	6
EXECUTIVE SUMMARY .....	7
I. INTRODUCTION.....	7
A. Comprehensive Emergency Management .....	8
B. All-Hazards Planning .....	9
C. Comprehensive Resource Planning.....	10
D. Catastrophic Planning .....	10
E. Information Support for Emergency Planning and Operations.....	10
F. The United States National Grid .....	11
G. Relationship to Other Plans .....	11
II. PURPOSE.....	12
III. SITUATION AND ASSUMPTIONS .....	12
A. Situation .....	12
B. Assumptions .....	15
1. General Operational Assumptions.....	15
2. Demographic Assumptions .....	17
IV. STATUTORY AND JURISDICTIONAL RESPONSIBILITIES.....	18
A. Village Mayors .....	18
B. Guam Homeland Security/Office of Civil Defense:.....	19
C. The Office of the Governor of Guam.....	22
D. The Federal Government .....	22
V. CONCEPT OF OPERATIONS .....	22
A. Emergency Operations Center Emergency Support Function (EOC ESF) Team.....	23
B. The Guam Emergency Operations Center .....	24
C. Direction and Control.....	24
D. Roles and Responsibilities .....	25
E. Emergency Powers .....	27
1. Office of the Governor.....	27
2. The Guam Homeland Security/Office of Civil Defense (GHS/OCD) .....	28
3. Village Mayor's Offices .....	28
4. The Guam National Guard (GUNG) .....	28
F. Monitoring, Detection, Alert, and Warning.....	29
1. EOC Staff Duty Officers/Duty Officer --- Normal Operation Staffing .....	29
2. EOC Staff Duty Officers / EOC Director .....	29
3. EOC Duty Officers(s) .....	29
4. Communication Systems.....	30
5. Alert and Warning .....	30
6. Communication Interoperability .....	30
G. Emergency Declaration Process: Territorial and Federal Government.....	32
1. Authority to Declare a State of Emergency .....	32
2. Territory Emergency Declaration Process .....	32
3. Presidential Emergency or Major Disaster Declaration .....	33
H. Activation of Emergency Facilities .....	35

I. Resource Management .....	35
1. Resource Typing .....	35
2. Pre-positioning of Resources .....	36
3. Resource Needs .....	36
4. Village Resource Requests .....	36
5. Private Sector Resources .....	37
J. Continuity of Government and Continuity of Operations .....	37
K. Protective Measures .....	38
1. Evacuations .....	38
2. Functional Needs Sheltering .....	38
3. Sheltering Pets or Service Animals .....	39
L. Response Operations .....	39
1. Emergency Operations Center Emergency Support Function (EOC ESF) Team Activation .....	39
2. Maintaining a Common Operating Picture .....	40
3. Unified Command .....	40
4. Integration of the Incident Command System (ICS) and Emergency Support Functions (ESFs) .....	40
M. Recovery Operations .....	43
1. Transition from Response to Recovery .....	43
2. Establishment of a Joint Field Office (JFO) .....	43
3. Recovery Assistance Programs .....	45
N. Mitigation Operations .....	47
1. Disaster Activity .....	47
2. Hazard Mitigation Planning .....	48
3. Hazard Mitigation Grant Program (HMGP) .....	48
4. Non-Disaster Mitigation Grant Programs .....	48
5. The National Flood Insurance Program (NFIP) .....	48
VI. ADMINISTRATION AND LOGISTICS .....	48
A. General Policies for Managing Resources .....	48
B. Mutual Aid .....	49
VII. PLAN DEVELOPMENT AND MAINTENANCE .....	49
A. Overall Approach to Plan Development .....	49
B. Exercise and Plan Revisions .....	49
C. HSEEP Compliance and Plan Improvement .....	50
D. Plan Review .....	50
VIII. LEGAL CONSIDERATIONS .....	50
A. Compliance with the Americans with Disabilities Act and other Laws or Guidelines for Functional Needs Support Services (FNSS) .....	50
IX. REFERENCES AND AUTHORITIES .....	51
A. Laws .....	51
1. Guam Statutes .....	51
2. Federal Statutes .....	51
B. Administrative Rules .....	52
Code of Federal Regulations .....	52
C. Executive Orders .....	53
Federal .....	53

D. Supporting Plans and Procedures .....	53
E. Supporting Annexes .....	53
ACRONYMS .....	55

## **FUNCTIONAL ANNEXES**

- ❖ EMERGENCY SUPPORT FUNCTION ANNEX
- ❖ GUAM HOMELAND SECURITY/OFFICE OF CIVIL DEFENSE - EMERGENCY OPERATIONS CENTER CONTINUITY OF OPERATIONS (COOP) ANNEX

## **INCIDENT SPECIFIC ANNEXES**

- ❖ TROPICAL CYCLONE RESPONSE ANNEX
- ❖ TSUNAMI RESPONSE ANNEX
- ❖ TERRORISM / WEAPONS OF MASS DESTRUCTION (WMD) RESPONSE ANNEX
- ❖ AVIATION INCIDENT/ACCIDENT RESPONSE ANNEX
- ❖ PANDEMIC RESPONSE ANNEX
- ❖ THE EMERGENCY SUPPORT FUNCTION STANDARD OPERATING GUIDELINES

## RECORD OF CHANGES

Date	Description of Change	Page or Section

## EXECUTIVE SUMMARY

Pursuant to Guam Civil Defense Act of 1951, the Guam Comprehensive Emergency Management Plan (GUAM CEMP) is the master operations document for the Territory of Guam in responding to all emergencies, and all catastrophic, major, and minor disasters. The GUAM CEMP defines the responsibilities of all levels of government, private, volunteer and non-governmental organizations (NGOs) that make up the Guam Emergency Operations Center Emergency Support Function (EOC ESF) Team. The GUAM CEMP also captures the authority and role of the federal government in response to incidents and emergency events on Guam, including those which are presidentially declared disasters. The GUAM CEMP ensures that all levels of government are able to mobilize as a unified emergency organization to safeguard the well-being of Guam's residents and visitors. The GUAM CEMP is compliant with the National Incident Management System (NIMS), and incorporates the principles set forth in the Incident Command System (ICS). In 2004, Guam began utilizing NIMS as the standard procedure for incident management in the territory. Each employee of the Guam Homeland Security/Office of Civil Defense (GHS/OCD) and the EOC ESF Team is required, through the Agency's Training and Exercise Unit, to complete required NIMS training and other training as it relates to their emergency support function.

The GUAM CEMP employs the strategic vision of Presidential Policy Directive 8 (PPD-8), to strengthen resiliency by involving partners at all levels of government as well as with NGOs and the private sector in the planning process. Additionally, the GUAM CEMP parallels federal activities set forth in the *National Response Framework* (NRF). The NRF details operating principles and protocols for major disasters. Together, PPD-8, the NRF and NIMS integrate the resources of jurisdictions, incident management and emergency response disciplines, NGOs, and the private sector into a seamless national framework for domestic incident response.

The 2016 revision of the GUAM CEMP represents the collective efforts of GHS/OCD and the Guam EOC ESF Team.

## I. INTRODUCTION

The Guam Comprehensive Emergency Management Plan (GUAM CEMP) describes the basic strategies, assumptions, operational objectives, and mechanisms through which the Guam Emergency Operations Center Emergency Support Function (EOC ESF) Team will mobilize resources and conduct activities to guide and support local emergency management efforts through preparedness, response, recovery, and mitigation. To facilitate effective operations, the GUAM CEMP adopts a functional approach that groups the types of assistance to be provided into 16 Emergency Support Functions (ESFs), formerly known as Response Activity Coordinators (RACs). Each ESF is headed by a primary agency selected based on its authorities, resources, and capabilities in that ESF's functional area. The primary agency appoints an Emergency Coordination Officer (ECO) to manage the ESF's function in the Emergency Operations Center (EOC). The ECOs and staff of GHS, other territorial agencies, and private volunteer organizations and non-governmental agencies form the EOC ESF Team. The EOC ESF Team serves as the primary operational mechanism through which assistance to local jurisdictions is managed. Assistance will be provided to impacted communities under the authority of the Territory Coordinating Officer (TCO), on behalf of the Governor, as head of the EOC ESF Team. If the President of the United States issues an emergency or major disaster declaration for Guam, the TCO will coordinate federal assistance island wide through the Federal Coordinating Officer (FCO) and corresponding federal ESF(s). The federal ESF organization will work with the Guam ESF structure to ensure that resources and services are provided in a timely manner.

The GUAM CEMP is designed to be flexible, adaptable and scalable. It articulates the roles and responsibilities among village, Government of Guam and federal emergency officials. This document supersedes the 2005 Guam Emergency Response Plan (GERP). The GUAM CEMP includes the Basic Plan and supplemental documents that will provide more detailed information to assist emergency management officials and others in implementing the CEMP. The GUAM CEMP is broken down as follows:

1. Basic Plan: Describes the process for preparedness, response, recovery and mitigation activities of federal, territorial, and local agencies, private volunteer organizations and non-governmental organizations that form the EOC ESF Team.
2. Emergency Support Function (ESF) Annex: This series of appendices describe the 16 ESFs, which serve as the primary mechanisms for providing assistance at the Government of Guam level.
3. Incident-Specific Annexes: These annexes address the unique aspects of how the Guam responds to incident-specific emergencies and disasters.

The nature of the emergency will dictate which plans and procedures are initiated. Once a specific plan is activated, certain ESFs may have a greater role to play in response to the emergency than others.

### **Why Emergency Planning is Necessary**

An emergency plan specifies procedures for managing response and recovery operations for specific emergency events. The objective of the GUAM CEMP is to reduce the possible consequences of the emergency by preventing loss of life and injuries, reducing damage to infrastructure, buildings and homes, and accelerating the resumption of normal daily life activities.

The GUAM CEMP incorporates the following planning concepts to develop a comprehensive program for emergency management in the Territory of Guam:

## **A. Comprehensive Emergency Management**

Comprehensive emergency management involves a cycle of phased, coordinated and mutually supporting activities conducted by each level of government before, during, and after an emergency situation, including:

- **Prevention**: The Territory of Guam's prevention efforts focus on stopping an incident from occurring, be they potential natural disasters, technological occurrences, or terrorist (both physical and biological) attacks. Activities that may be undertaken by the Government of Guam during this phase include: heightened inspections, improved surveillance and security operations; public health monitoring and testing; immunizations, isolation or quarantine; proscribed fires within wildland areas and forests; and any law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity. In most cases, the preventative or protective measures applied by Government of Guam agencies will occur in tandem with similar efforts undertaken by federal authorities
- **Mitigation**: The Territory of Guam's mitigation effort helps to ensure that on-island residents, visitors and businesses are safe and secure from natural, technological



and man-made hazards by reducing the risk and vulnerability before a disaster occurs. The territory's mitigation efforts are parallel to those employed by the Federal Emergency Management Agency (FEMA) and include: enhancing and maintaining a territory's capacity to implement a comprehensive island wide Hazard Mitigation Plan, supporting the development and enhancement of local capability to practice hazard mitigation, increasing the public and private sector awareness of and support for disaster loss education, reducing Guam's hazard vulnerability through the application of scientific research and development, and reducing the vulnerabilities of Government of Guam-owned facilities and infrastructure to natural and man-made hazards.

- **Preparedness:** Preparedness activities ensure both federal and local government organizations, private sector and non-government organizations, residents and visitors, and all other stakeholders are ready to react promptly and effectively during an emergency. Preparedness activities include: obtaining information on threats, planning to prepare an organized response to emergencies, providing disaster preparedness training for emergencies, conducting emergency drills and exercises to test plans and training effectiveness, obtaining and maintaining emergency equipment and facilities, establishing intergovernmental coordination agreements, and conducting public education outreach.
- **Response:** Response includes those actions that must be carried out when an emergency exists or is imminent. Activities include: notifying key officials and warning the public of emergency situations, activating emergency facilities, mobilizing, deploying, and employing personnel, equipment, and supplies to resolve the emergency situation, and providing emergency assistance to the affected local population.
- **Recovery:** Recovery consists of short and long-term operations. Short-term recovery operations to restore vital services, such as electrical power, water, and sewer systems, telecommunications and commercial mobile radio services, clear roads in affected areas, and provide emergency assistance to disaster survivors. Disaster relief programs to help restore the personal, social, and economic wellbeing of private citizens are administered by non-profit disaster relief and charitable organizations, as well as local, territorial and federal disaster relief programs. Long-term recovery focuses on restoring communities to a state of normality by assisting property owners in repairing or rebuilding their homes and businesses and assisting local governments, school districts, and other public non-profit agencies in restoring or reconstructing damaged infrastructure. Territorial, local and non-government organizations administer the provisions of federal and territorial disaster relief funds to provide for restoration and recovery of vital facilities. Post-disaster mitigation programs may also be implemented during the recovery period.

## B. All-Hazards Planning

Emergency planning in Guam uses an all-hazards approach. All-hazards planning is based on the premise that the consequences of disasters are similar regardless of the hazard, and most of the functions performed during emergency situations are not hazard-specific. Hence, the most efficient approach to planning is to map out in some detail the tasks required to carry out basic emergency functions that may have to be executed, regardless of whether a disaster is caused by a natural, technological, or man-made hazard. Hazard-specific plans for unique threats are developed to supplement all-hazards plans. Nonetheless, to better assist the agencies in the GUAM CEMP to successfully execute their missions, hazard specific annexes also will be included in this overall plan.

## **C. Comprehensive Resource Planning**

Comprehensive resource planning includes public, private sector and volunteer/non-governmental (VOAD) resources and those private sector resources that can be reasonably expected to be made available, either on a voluntary or paid basis. These resources include industry and volunteer organizations, quasi-public resources, and donations. Similarly both intrastate and interstate mutual aid resources and federal resource assistance will be considered, where appropriate. When resources are limited, plans address suspending, reducing, or deferring some government services so that personnel, equipment, supplies, and facilities involved can be redirected to support emergency operations.

## **D. Catastrophic Planning**

In a catastrophic disaster, providing the same response faster or increasing the amount of resources will not be sufficient to ensure a quick and efficient response. Due to their size and magnitude, catastrophic disasters require local, territorial, and federal agencies to handle situations in ways that have not been traditionally used in the past.

In order to effectively identify resource shortfalls, response capabilities and needs must be checked against a scenario with given consequences. Guam utilizes scenario-based resource planning to promote the development and/or improvement of operational concepts, protocols, plans, and decision tools that put capabilities and resource gaps in context. The process can be used for any and all catastrophic or large scale disasters, as the concepts developed are scalable and intended to address catastrophic response regardless of hazard type, size/scope, or geographic location.

Not all disasters are catastrophic in nature. Generally, Guam defines a catastrophic disaster as one that results in the following:

- Requiring an extraordinary level of capabilities beyond the territorial, or national capacities.
- A large number of victims or casualties.
- Extensive damage to or disruption of critical infrastructure.
- Significant dislocation of the island's population from their communities of origin, resulting in the need to designate host communities.
- Substantial degradation of Guam's environment.
- Destabilization of the island's economy.
- Instability of local government.

## **E. Information Support for Emergency Planning and Operations**

The emergency planning process develops the information and intelligence needed both to produce viable plans and to conduct effective emergency operations. This effort includes:

- An accurate analysis of natural, technological, and man-made hazards; descriptions and/or maps of possible impact areas; and information on the characteristics of such areas.
- Estimates of the potential effects that hazards impose on people and property, and where appropriate, tools to conduct dynamic assessments of such threats.
- A list of critical infrastructure, which typically includes both public and private

sector facilities that are essential for security, public health and safety, or the economy.

- Resource data, including public resources and those industry and volunteer group resources that can reasonably be expected to be available for emergency use.
- Necessary measures to obtain and share intelligence and operational information essential to conducting effective emergency management operations with both the federal and local governments. In maintaining situational awareness of foreign and domestic threats, effective measures for safeguarding sensitive information must be established and maintained. Effective information sharing provides decision makers at all levels of government with a sound basis for making decisions to posture and commit resources, and implement plans and procedures.

## F. The United States National Grid

The NAD 83 HARN (high accuracy reference network) and associated Guam Map grid were updates to the older Guam Grid 1963 map projection and datum and Guam Grid NAD 83. The NOAA National Geodetic Survey (NGS), and assistance of some local surveying firms occupied survey points around the island to update the horizontal survey controls and later updated the benchmarks for the vertical control. This vertical control was important in the Lidar survey.

The NAD83(HARN) / Guam Map Grid is a projected CRS last revised on in June 2011 and is suitable for use in Guam - onshore. NAD83(HARN) / Guam Map Grid uses the NAD83(HARN) geographic 2D CRS as its base CRS and the Guam Map Grid (Transverse Mercator) as its projection. NAD83(HARN) / Guam Map Grid is a CRS for large and medium scale topographic mapping, cadastral and engineering survey. It was defined by information from Guam Public Law 23-31 and Department of Land Management brochure "1993 Guam Geodetic Network" and it replaces Guam 1963 / SPCS (CRS code 3993) from 1995. Guam Public Law 23-31 uses the name "NAD83" for NAD83 (HARN). NAD83 is a system realized only in North America and different to NAD83 (HARN).

## G. Relationship to Other Plans

- **Relationship to Other Territorial Plans:** The GUAM CEMP is supported by a number of specialized Government of Guam and federal plans such as the Tactical Interoperable Communications Plan, Guam Catastrophic Typhoon CONPLAN, 2011 Guam Hazard Mitigation Plan, etc. Such plans are incorporated into the GUAM CEMP by reference and stored in the GHS/OCD digital reference library.
- **Relationship to Federal Plans:** The GUAM CEMP provides for integration of territorial response operations with the federal agencies responding to emergency situations in Guam at the request of the Governor. This plan is consistent with FEMA's Guam Catastrophic Typhoon OPLAN (Aug 2010), which is wholly incorporated into this plan by reference. The GUAM CEMP also recognizes other regional planning efforts developed under the National Response Framework (NRF), which are stored in the GHS/OCD digital reference library.
- **Relationship to Interstate/Inter-island Agreements:** The GUAM CEMP addresses provisions for requesting emergency assistance from other states or providing emergency assistance to other states in accordance with the Emergency Management Assistance Compact (EMAC) and a number of specialized agreements to which Guam is a party.

## II. PURPOSE

The purpose of Guam's Comprehensive Emergency Management Plan (GUAM CEMP) is to:

- Develop an all-hazards planning approach that will be used for all threats to, and/or emergencies or disasters that may impact Guam.
- Create the general framework of planning for preparedness, response, recovery and mitigation activities within the territory.
- Reduce the vulnerability of people and their communities, including the loss of life or injury, or the damage and loss of property resulting from natural, technological, and man-made disasters, by developing effective preparedness, response, recovery and mitigation plans.
- Describe the federal relationship during an emergency disaster, or event.
- Describe the types of disasters which are likely to occur in Guam, from local emergencies to minor, major or catastrophic disasters.
- Describe the actions that the Guam Emergency Operations Center Emergency Support Function (EOC ESF) Team will initiate, in coordination with local, federal and private counterparts, as appropriate, regardless of the magnitude of the disaster.
- Describe the mechanisms to deliver immediate assistance, including direction and control of island-wide, external and federal response and recovery assistance.
- Create a system that integrates, adopts, and applies (where applicable) the tenets of the National Incident Management System (NIMS) to ensure its interface with the National Response Framework (NRF) to maximize the integration of incident-related preparedness, response, recovery, and mitigation activities.

## III. SITUATION AND ASSUMPTIONS

### A. Situation

The primary goal of emergency management in Guam is to ensure prevention, protection, mitigation and readiness to respond to and recover from the many consequences that can be generated by an emergency disaster or event, whether it is natural, technological or man-made. The 2011 Guam Hazard Mitigation Plan, Section 5 (Risk Assessment) contains a detailed assessment of Guam's hazards and the risks they pose to the entire island. This component to the Guam Hazard Mitigation Plan, along with the Threat and Hazard Identification and Risk Assessment (THIRA) are the main hazard assessment for disaster planning and are conceded to be the hazard assessment section of the GUAM CEMP.

As a territory of the United States, Guam is located over 5,600 miles from the continental United States (CONUS) and 3,600 from the closest state, Hawaii. Due to its location well west of the International Dateline, Guam is 15 hours ahead of the nearest time zone on the US mainland, Eastern Standard Time, and 20 hours ahead of Hawaii. Consequently, Guam's, economy, its day to day continuity and even disaster response are heavily

dependent on the viability of the sea-port and airport. These factors will have a significant impact on all aspects of disaster management, which will require special consideration in the development of a viable and comprehensive emergency management plan.

Guam is vulnerable to many water-borne, natural hazards, including riverine and flash flooding, tropical cyclones (tropical depressions, tropical storms and typhoons) and tsunamis, as well as their associated counterparts including coastal erosion, salt spray, high surf and high winds. Other prevalent natural hazards include earthquakes, slope failure and non-seismic ground failure, such as sinkholes, drought, wildland fire and pandemic disease.

Technological hazards are those that are a direct result of the failure of a man-made system or the exposure of a population to a hazardous material. Guam is a highly developed society that relies on a sophisticated infrastructure to deliver goods and services. Therefore, it is vulnerable to biological and chemical incidents; oil spills; transportation accidents (air and sea); civil unrest; war related threats; and an overwhelming refugee influx from continental Asia.

Despite Guam's geographic isolation, its geopolitical importance is expanding, a trend that is expected to accelerate in the near future. Consequently, the possibility of terrorism/weapons of mass destruction (WMD) incidents, in whatever form, is more than just an abstraction, it is a growing threat. The existing military presence on the island and Guam's critical, and possibly increasing, role in U.S. military strategy make it a potential target for our enemies who seek to disrupt or destroy our defense capabilities. Countries within the region have the ability to strike Guam with their military weapons, including intercontinental ballistic missiles. In addition, terrorists from neighboring countries in the Pacific can come to Guam with relative ease and integrate into the community.

Not all of the above hazards will have widespread impacts that will affect populations and property outside the local area, but almost all these threats have the potential to require a large scale, coordinated response effort to counter or mitigate the effects. Some of the listed disaster events will warrant response and recovery procedures that will encompass many of the hazards named above; for instance, a typhoon will likely cause coastal and riverine flooding, high winds, the possibility of landslides and other simultaneously occurring hazards, each of which will have to be addressed in different ways.

Guam is part of a very advanced society, one that relies on many complex systems to maintain and sustain it. Consequently its economy that can be severely disrupted by a major disaster, as evidenced by the following factors:

- Guam's economy is very dependent tourism-related industries; with its warm temperatures, numerous beaches, and proximity to Asia, more than 1 million tourists visit the island each year from both civilian and military visitor groups. Of these visitors, 71.6 percent came from Japan, with the remainder coming from Korea, the Philippines, Taiwan and Hong Kong <sup>1</sup>. The accommodation and food services sector is the largest industry in Guam, which in 2007 employed approximately 22 percent <sup>2</sup> of total island civilian working population, with an additional 22 percent <sup>2</sup> of the workforce also employed in businesses that directly support the tourism industry. In 2011, 99.2 percent <sup>3</sup> of all tourists arrived on Guam by air, making the airport a vital lifeline for the island's economy. Through tourism alone, Guam in 2011 collected \$22,890,511 in hotel occupancy taxes.
- Because Guam is an island, it must provide all of its own power, water, telecommunication and other essential services. A failure or compromise of any of

these systems, cannot be supplemented or augmented by facilities in adjacent communities or regions, nor can those resources be quickly imported from other locations. This makes any measures to maintain and sustain these essential services and their supporting infrastructure through any hazard event even more critical to the health and welfare of the island's population. The port at Apra Harbor is the only deep water facility that can accommodate ship-borne resources on a large scale, although there are four runway facilities suitable for the large scale import of emergency supplies.

- Guam has a significant U.S. military presence which has major implications for its economy and potential hazard profile, particularly for man-made threats such as sabotage or terrorist attacks. Furthermore, over the next decade the number of military personnel and their dependents is expected to increase dramatically, which is expected to impose greater demands on island systems, and require greater intervention in case of an emergency. According to the 2010 Guam Statistical Yearbook there are approximately 13,500 active military service members and dependents, comprising 7.4% of the island's total population. Military expenditures including salaries paid to military families, civilian employees and construction added over \$1 billion to the overall Guam economy in 2010. With the expected military build-up over the next decade those contributions will only increase.
- Guam is the transportation, communications and commerce hub for the US-affiliated islands, and other countries in the Pacific. Disruptions to the telecommunications infrastructure on Guam can have a domino effect on the other Micronesian islands, as well as throughout the Pacific region.
- As a nexus of tourist, transportation and commerce activities from many countries in Asia, Guam is, unlike many areas in the continental U.S. and even Hawaii, very susceptible to the introduction of a pandemic disease. For instance, many of the most recent influenza epidemics have originated in Asia and spread worldwide from there. Few other cities or regions within the United States can expect the same numbers of Asians to visit or temporarily reside within their jurisdictions as does Guam. Consequently, the potential for a communicable disease outbreak is greater and could potentially occur earlier in Guam than in many other U.S. jurisdictions.

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• <sup>1</sup> Table VS-01, Guam 2010 Statistical Yearbook Updates, 2011 data

• <sup>2</sup> 2011 Guam Hazard Mitigation Plan (HMP)

• <sup>3</sup> Table VS-02, Guam 2010 Statistical Yearbook Updates, 2011 data

## **B. Assumptions**

The following general operational and demographic assumptions apply to this plan.

### **1. General Operational Assumptions**

- All emergencies and disasters occur locally, but may have island wide, or regional impacts.
- Some emergencies, disasters or incidents may require external resources and federal assistance.
- The most effective resources during emergencies and disasters are survivors. They are first on the scene and provide instant assistance to other survivors.
- Guam is subject to “escalating” events, such as tropical cyclones, or distantly generated tsunamis and “no-notice” emergencies like terrorist attacks, or earthquakes. Regardless, any of these threats can occur with warnings and preparation time, or without any advance notice. Nonetheless they will require immediate action by local officials to reduce or address their impacts.
- The Government of Guam will initiate actions to save lives and protect property. Designated officials and agencies will be cognizant of their emergency management roles and responsibilities as delineated in this Plan and will fulfill these duties when activated.
- Response capabilities cover more than one hazard. In most situations the Incident Command System (ICS) transitioning to a Unified Command response will depend on the degree of response required in a given emergency.
- Emergencies and disasters will result in one or more of the following: injury and/or loss of life; damage or destruction to public and private property; disruption of utilities (electric, telephone and water) and daily life activities; displacement of persons and families; disruption of local services (sanitation, EMS, fire and police); shortages of temporary or permanent housing; damage or destruction to public and private records; impacts on the environment; and social and economic disruption.
- Department of Defense Installations and Command Units on island will be responsive to civil government requests for assistance, subject to Department of Defense Joint Plan 101 (JP 101) and their respective military missions.
- The Government of Guam may stage or deploy resources prior to an event or its impacts.
- An event, such as a threatened missile strike, may not cause physical damage but will require the Government of Guam to activate and mobilize resources in response to the potential danger posed by such a catastrophic event.
- The Guam Emergency Operations Center will be activated and staffed by the Guam EOC ESF Team to support local operations as appropriate.

- Response capabilities will cover more than one hazard. In most situations the Incident Command System (ICS) transitioning to a Unified Command response will depend on the degree of response required in a given emergency.
- The Points of Distribution (POD) will be activated and staffed by people from responding organizations to support local operations as required.
- The EOC ESF Team will utilize all available resources to mitigate the impact of the emergency or disaster.
- Evacuation and sheltering may require an island wide response.
- If on-hand island resources, and capabilities, whether public or private, are exhausted, additional resources may be requested from other states through the Emergency Management Assistance Compact (EMAC), from the Department of Defense through the Defense Coordinating Officer (DCO), or his representatives, and the from Federal Emergency Management Agency (FEMA) through the Federal Coordinating Officer (FCO).
- In a catastrophic event, resource shortfalls at all levels of government may require the federal government to look to other countries for assistance.
- The need for out-of-area resources will be significant in a major or catastrophic event, requiring well-defined areas of operation utilizing consistent and standardized language that can be scaled to meet the needs of many different response operations of varying scope and function.
- For major and catastrophic events, the EOC ESF Team will proactively deploy resources into the impacted area, as opposed to waiting for resource shortfalls to become evident and then requesting them.
- Disability civil rights laws require physical accessibility of shelter facilities, effective communication using multiple methods, full access to emergency services, and modification of programs where needed. In accordance with Title II of the Americans with Disabilities Act (ADA), evacuation shelters will offer individuals with functional needs the same benefits provided to those without functional needs. This includes safety, comfort, food, medical care, and the support of family and care givers.
- Planning at the village and island-wide levels will be based on the pre-identification of populations and determination of resource shortfalls and contingencies to include pre-identified locations for shelters, Points of Distribution, Operations Staging Area(s), Disaster Recovery Centers and temporary housing sites. The villages will use local registries for persons with access and functional needs to identify needs and plan appropriately.
- Each response organization will document and seek federal and territorial reimbursement, as appropriate, for expenses incurred during disaster operations.
- Achieving and maintaining effective community preparedness reduces the immediate demands on response organizations. This level of preparedness requires constant public awareness and education programs to ensure people take appropriate advance actions to reduce their vulnerability during at least the initial 72 hours following an emergency or disaster.



## 2. Demographic Assumptions

The following demographic assumptions apply to this plan:

- Guam's population of 159,914 (2012 CIA Factbook est.) resides in diverse communities across coastal, urban and rural areas. Most of the population is distributed from the more urban landscapes around Hagatna, the central and western coasts and in the North. The southern portion of the island is predominantly rural, with small villages interspersed along the coast. The population in rural villages, which comprise 16% of the island's total resident population (2010 Guam Statistical Yearbook), are prone to coastal hazards, flooding and wildfires, as well as the potential for isolation in the event of a disaster occurring along the southern and eastern coasts.
- There are an estimated 6,420 U.S. military uniformed personnel stationed on Guam with an additional 7,690 dependents. For those families and individuals that live on-base, it is assumed that the appropriate military branch will take responsibility for them pre- and post- event. Nonetheless, approximately 50 percent of those military families live off-installation in the surrounding communities. Consequently, the Government of Guam will be likely be required to provide at least some emergency assistance to those off base households and their members.
- A significant military buildup is possible in the next ten years, although its implementation has been stalled and curtailed in recent years. The arrival of new military personnel and their dependents, if that occurs, will impose further pressure on the Government of Guam during disasters. In addition, the significant construction that will be required to support the additional military presence will bring in a major influx of foreign contractual workers. Although the Department of Defense recognizes its responsibility to house its workers during the buildup construction period, the Government of Guam may still have to provide services and support for those populations, and other temporary migrants post-event.
- Guam residents speak a number of languages including: English only (23.8%), Chamorro (29.7%), Philippine languages (25.8%), other Pacific island languages (8.9%), Asian languages (9.4%), and other languages (2.4%) (2010 census). Although 41.7 percent of Guamanian households may primarily speak languages other than English among family members, only one half of one percent do not speak English at all.
- According to the 2012 Guam Statistical Yearbook, approximately 1.5 million tourists visited Guam. Of that figure, 90.5% arrived from Asia and other countries that do not use English as their primary language. This will require specialized planning to deal with these special populations during disasters, especially those visitors from nations that do not have a consulate or other official diplomatic presence on Guam.

## IV. STATUTORY AND JURISDICTIONAL RESPONSIBILITIES

Pre-planned coordination is necessary to avoid conflicting responsibilities and duplication of services during an emergency or disaster. The resources of local governments (police, fire, and medical services) will be the first to respond. The Government of Guam operates most of the services and utilities on Guam. These utilities and services include the Guam Police and Fire Departments, Guam Memorial Hospital Authority (GMHA), Guam Power Authority, the Guam Waterworks Authority (GWA) and the GTA. Given this centralized service delivery structure, the Government of Guam is responsible for providing assistance for any emergency management related requests coming from the 19 villages throughout the island. A pre-determined chain of command in such a situation is required to avoid organizational difficulties. Under certain circumstances, an outside agency may assume command.

In Guam, all levels of government must adhere to the statutory responsibilities prescribed under the:

1. Guam Code Ann. Tit. 10 Chapter 65
2. Guam Civil Defense Act of 1951;
3. Organic Act of Guam, as amended and related statutes, Chapter 8A-Guam-Title-48 U.S.C.A. 1422;
4. Public Law 98-288, Disaster Relief Act of 1974;
5. Guam Government Code 8501-8515 (Public Law 1-21);
6. Guam Government Code 62020; and
7. Guam Government Code 40400;

This plan also supersedes the Guam Emergency Response Plan adopted under Executive Order No. 2005-06. This section provides an overview of those responsibilities.

### A. Village Mayors

The Island Mayors and Vice Mayors serve as Civil Defense Wardens during times of crisis. In responding to emergencies and disasters the following roles and responsibilities apply:

1. Their offices serve as Command Posts for their respective villages in that they are responsible for:
  - a. Acquiring information of residential needs;
  - b. Coordinating damage assessments;
  - c. Serving as a distribution point for emergency/recovery supplies to their respective constituents; as well as
  - d. Assisting in the coordination of recovery efforts.
2. Providing and training a liaison from the Mayor's Council of Guam (MCOG) to represent the collective interests of village residents and interests.
3. Maintaining a general level of emergency readiness for their villages by acting as the conduit for the flow of information from the EOC to the public and:
  - a. Establishing an inventory of local response materials;
  - b. Identifying problem areas and affected populations;
  - c. Conducting post-disaster damage assessments;

- d. Coordinating response requirements and resources, and
  - e. Keeping the EOC ESF Team informed of the local situation through the submission of resource requests and daily situation reports.
4. Assisting the EOC ESF Team with the implementation of any public awareness, education and information efforts designed to reach all residents and visitors in the village, including those needing special media formats, non-English speaking persons, and persons with sensory impairment or loss.
  5. When sufficient basis is established, a warning message is issued through the Emergency Alert System (EAS). The Office of Civil Defense, the Government of Guam's authorized repository for early warning information, normally receives a warning message for subsequent transmission to the Governor. During non-regular working hours, weekends and holidays, the Guam Fire Department's Emergency 911 center receives the warning message and in turn relays the information to the Office of Civil Defense Duty Officer.
  6. Coordinate emergency response efforts within their political jurisdictions, such as coordinating shelter operations in coordination with the EOC, and requesting outside assistance when necessary.

## **B. Guam Homeland Security/Office of Civil Defense**

The Governor shall appoint a Homeland Security Advisor as a cabinet level position to oversee the conduct of homeland security and emergency management issues and operations for the Government of Guam. The Homeland Security Advisor will also serve as the primary or alternate Governor's Authorized Representative (GAR) who is responsible for executing all necessary documents for disaster assistance following a Presidential Disaster Declaration.

The Governor, by G.C.A. section 65103, appoints the Administrator of the Office of Civil Defense to serve as the Governor's Agent in the administration and supervision of all response activity operations as provided in this Plan. During an emergency or disaster event, the Administrator can serve as the Territorial Coordinating Officer (TCO) once a Presidential Disaster Declaration has been granted.

The Guam Homeland Security/Office of Civil Defense (GHS/OCD) is responsible for maintaining a comprehensive program of emergency management and homeland security, including but not limited to:

1. Advising the Governor and Lt. Governor of disaster threat conditions, obtaining and submitting reports on proposed actions, projects in progress, completed projects and other information pertinent before, during and after an emergency/disaster.
2. Representing the Governor as the GAR and the TCO when a Presidential Disaster Declaration has been granted.
3. Coordinating preparedness activities with Government of Guam agencies, private, volunteer and non-governmental organizations, as well as the public.
4. Establishing, managing and maintaining the Marianas Regional Fusion Center for the collection and processing of all threat information relative to Guam and its interests throughout the Pacific region.

5. Preparing a GUAM CEMP that contains provisions to ensure that Guam is prepared for emergencies and disasters. The GUAM CEMP, and the execution of its prescribed activities, must also be consistent with the National Incident Management System (NIMS).
6. Implementing training programs to improve the ability of Guam's emergency management personnel and EOC ESF Team representatives to prepare and implement emergency management plans and programs. This shall include a continuous training program for agencies and individuals that will be called upon to perform key roles in territorial post-disaster response and recovery efforts.
7. Establishing guidelines and schedules for annual and periodic exercises that evaluate the ability of Guam to respond to emergencies, disasters, and to support local emergency management agencies.
8. Conducting periodic reviews of policy, plans, programs (and projects related to the emergency/disaster response to ensure compliance, consistency and cooperation among elements and functions of preparedness and shall submit a report to the Office of the Governor identifying conflicts and deficiencies and shall include, where necessary recommendations for corrective actions.
9. Assigning lead and support responsibilities to Government of Guam agencies, as well as public and private organizations for Emergency Support Functions and the other activities needed to support the EOC ESF Team.
10. Maintaining a preparedness level that meets the needs of persons with special needs or access and functional needs, and developing policies that are consistent with federal policy and guidelines (e.g., *Emergency Management Planning Guide for the Special-Needs Population*, Federal Emergency Management Agency and Office for Civil Rights and Civil Liberties, September 20, 2007 or *Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters*, Federal Emergency Management Agency, November 12, 2010) as they relate to the Americans with Disabilities Act (ADA) and other civil rights laws.
11. As required, maintaining a 24-hour, seven days a week (24/7) situational awareness of events that may require a response during normal (routine) operations. Coordinate situational awareness information with territorial, and federal partners, e.g., the Pacific Area Command Joint Operations Center (PACOM JOC); Joint Region Marianas Regional Operations Center (ROC), FEMA Region IX Watch and Public Affairs Officer (PAO), Commonwealth of the Northern Mariana Islands (CNMI) Homeland Security, etc.
12. Maintaining a system of communications and warning to ensure that Guam's population and emergency response agencies are warned of developing emergency situations and can exchange emergency related information and decisions.
13. Managing and maintaining the Incident Management System for use in establishing a common operating picture (COP) for an incident or disaster. This system will ensure a central situational awareness and information sharing portal for all Guam departments and partners EOC ESF Team activations.
14. Coordinating the release of public information in concert with the Governor of Guam's Communications Director and/or until activation of the Joint Information Center (JIC).

15. Providing standards and requirements for village emergency management plans. The standards and requirements must ensure that village plans are coordinated and consistent with the Guam CEMP.
16. Determining the resource requirements of the territory in the event of an emergency; plan for and either procure supplies, medicines, materials, and equipment, award contracts for all necessary resources, or enter into memoranda of agreement or open purchase orders that will ensure their availability; and use and employ at various times any of the property, services, and resources within Guam.
17. Anticipating trends and promoting innovations that will enhance all the resource requirements (personnel, teams, equipment, heavy equipment, commodities, vehicles and aircraft) needed to support emergency operations throughout the island of Guam.
18. Supporting the emergency management needs of all villages and agencies by developing reciprocal mutual aid agreements with other off-island jurisdictions. This should include providing for the rendering of mutual aid among the other states under the Emergency Management Assistance Compact (EMAC), and in concert with requests from the federal government for emergency management functions and responsibilities.
19. Instituting island-wide public awareness programs that focus on emergency preparedness issues, including, but not limited to, the personal responsibility of individuals to be self-sufficient for at least 72 hours following an emergency or disaster. The public education campaign shall include relevant information on island-wide disaster plans, evacuation routes, fuel suppliers, and shelters (general population), functional needs, and pets.
20. Initiating community education and outreach to the public regarding the registry of persons with special needs and special needs shelters.
21. Preparing and distributing to appropriate Government of Guam and local officials, catalogs of federal, territorial, and private assistance programs.
22. Activating the EOC ESF Team and coordinating local, Government of Guam, and federal emergency management activities and taking all other steps, including the partial or full mobilization of emergency management assets and organizations in advance of an emergency, to ensure the availability of adequately trained and equipped emergency management personnel before, during, and after emergencies and disasters
23. Reviewing, per an established schedule, emergency operating procedures of Guam agencies and recommending revisions to ensure consistency with the CEMP.
24. Assisting with the development and maintenance of specialized regional response teams in all disciplines of Operations, Logistics, Plans, Finance Communications and Safety.
25. Creating, implementing, administering, adopting, amending, and rescinding rules, programs, and plans needed in accordance with Section 6 of the Organic Act of Guam, with due consideration for, and in cooperation with, the plans and programs of the federal government. In addition, adopting rules to administer and distribute federal financial pre-disaster and post-disaster assistance for prevention, mitigation, preparedness, response, and recovery.

26. Maintaining a program to require that all emergency evacuation shelters are available for use when needed during a disaster and American Red Cross ARC 4496 compliant.
27. Coordinating the Guam's emergency response activities through its 16 Emergency Support Functions (ESFs).
28. Assisting the federal government as necessary during a mass displacement of individuals event.
29. Implementing and providing administrative support for the Accidental Release Prevention Program, and ensuring the timely submission of Risk Management Plans and any subsequent revisions of Risk Management Plans.
30. Ensures the Continuity of Government (COG) and assists with the planning of Continuity of Operations (COOP) efforts for the Government of Guam agencies and services.

### **C. The Office of the Governor of Guam**

1. The Office of the Governor of Guam maintains overall direction and control for response activities. All policy decisions shall be coordinated through the Governor.
2. Designate a Homeland Security Advisor to coordinate all emergency response efforts in collaboration with the Administrator of the Office of Civil Defense.
3. Appoint a Homeland Security Advisor to coordinate all emergency response efforts in collaboration with the Homeland Security Advisor.

### **D. The Federal Government**

Under the National Response Framework (NRF) and other federal emergency plans, the federal government may provide assistance to Guam upon the request of the Office of the Governor or when primary federal jurisdiction is involved.

## **V. CONCEPT OF OPERATIONS**

In order to ensure that Guam's preparations will be adequate to respond to and recover from emergencies and disasters, GHS/OCD is charged with the responsibility of maintaining a comprehensive program of emergency management. The Office is responsible for coordinating its efforts with the federal government, other departments and agencies of the Government of Guam, village representatives and private agencies that have a role in emergency management. When an imminent or actual event threatens the territory, the Governor, Homeland Security Advisor, Office of Civil Defense Administrator, or the EOC Director will activate the Guam EOC ESF Team.

## A. Emergency Operations Center Emergency Support Function (EOC ESF) Team

The Guam EOC ESF Team is composed of agency-appointed Response Activity Coordinators (RACs) and staff from Government of Guam agencies, volunteer and non-governmental organizations that operate under the direction and control of the Governor and Territory Coordinating Officer (TCO). The EOC ESF Team is grouped into 16 Emergency Support Functions (ESFs) that carry out coordination and completion of response and recovery activities in the EOC during an emergency or disaster. These ESFs are grouped by function rather than agency, with each ESF headed by a primary Government of Guam agency and supported by additional public agencies and private organizations. Figure 1 below identifies each ESF and the primary Government of Guam or private agency.

Figure 1: Primary Agency Listing		
ESF #	Emergency Support Function	Primary Agency/Organization
1	Transportation	Guam Department of Public Works (DPW)
2	Communications	Incumbent Local Exchange Carrier (GTA)/Guam
3	Public Works & Engineering	Guam Department of Public Works (DPW)
4	Firefighting	Guam Fire Department (GFD)
5	Emergency Management	Guam Homeland Security / Office of Civil Defense (GHS/OCD)
6	Mass Care, Housing and Human Services	Department of Education (DOE) / Mayor's Council of Guam (MCOG)
7	Resource Support	Guam Department of Administration / General Services Administration (GSA)
8	Public Health and Medical Services	Guam Public Health & Social Services (DPHSS) / Guam Memorial Hospital Authority (GMHA)
9	Urban Search & Rescue	Guam Fire Department (GFD)
10	Oil and Hazardous Material Response	Guam Environmental Protection Agency (EPA) / Guam Fire Department (GFD)
11	Agriculture and Natural Resources	Guam Department of Agriculture (DOA)

**Figure 1: Primary Agency Listing**

<b>ESF #</b>	<b>Emergency Support Function</b>	<b>Primary Agency/Organization</b>
12	Energy	Guam Power Authority (GPA)
13	Public Safety and Security	Guam Police Department (GPD)
14	Long-Term Community Recovery	Guam Housing and Urban Renewal Agency (GHURA) / Guam Economic Development Authority (GEDA)
15	External Affairs	GHS/OCD
16	Military Support to Civil Authority	Guam National Guard (GUNG)

The ESF structure is a mechanism that consolidates the jurisdictional and subject matter expertise of agencies that perform similar or like functions into a single, cohesive unit to allow for the better management of emergency response functions.

## **B. The Guam Emergency Operations Center**

- The Guam EOC is a permanent underground facility that is located at 221B Chalan Palasyo, Agana Heights, Guam 96910.
- The Guam EOC is composed of the following functional areas: the Emergency Operations Center itself; a conjoined Policy Room; an adjacent Joint Information Center (JIC) room; a separate Initial Operating Facility; and associated surrounding offices and other support rooms.
- The Emergency Operations Center has 28 workstations for EOC staff; accommodating approximately one representative per EOC ESF Team agency during disaster, plus key GHS/OCD planning and operational staff.
- In the unlikely event of an emergency or incident that may threaten the EOC or render that specific facility unusable, the EOC ESF Team will relocate to a pre-determined alternate locations: the National Guard Readiness Center, Building 400; or the A.B. Won Pat International Airport conference rooms 1 and 2.

## **C. Direction and Control**

The Emergency Operations Center coordinates the support to response and recovery operations. Initial response is by local responders. If the incident commander requires additional support, the EOC will coordinate with local, federal, NGO agencies and other stakeholders to support the incident.



During emergency operations, Government of Guam and local emergency responders will remain, to the extent possible, under the established management and supervisory control of their parent organizations. To ensure the overall success of the incident coordination effort, it is essential that personnel who staff the EOC have the requisite authority, experience, and knowledge to serve as coordinators and decision makers for their department or agency. Key positions are therefore vested by this plan with the responsibility of executing direction and control of multi-agency territorial response and recovery operations for the Government of Guam. These key officials are responsible for determining response and/or recovery priorities. They have the authority to commit their respective government resources, as necessary and reasonable, to satisfy those prioritized needs, and likewise, are provided with the authority to request assistance through the EOC Director and/or TCO from the federal government.

This direction and control system provides a means for agencies/organizations to pursue existing mission requirements and for their emergency workers to continue to operate under their existing supervisory chain of command. This system also provides a means to focus the efforts and actions of multiple agencies/organizations to resolve the most important problems facing the entire impacted area through the prioritized commitment of efforts and deployment of resources.

## D. Roles and Responsibilities

In Guam, the following key positions in territorial and federal government direct and control response activities during an emergency:

1. **The Governor** is responsible for ensuring that Guam is adequately prepared to deal with disasters and emergencies; providing for the common defense and protection of the peace, health and safety of the public. In that respect, the Governor leads the territorial response, sets priorities for response and recovery, and provides direction to the Unified Command Group. If the emergency or disaster is beyond local control, the Governor may assume direct operational control over all or any part of the emergency management functions within the territory. The Governor is authorized to delegate such powers as he or she may deem prudent. A state of emergency must be declared by executive order or proclamation by the Governor when an emergency or disaster has occurred or the threat of occurrence is imminent. Upon issuance of a Presidential Disaster Declaration, the Office of the Governor designates a primary (and if required, an alternate) Governor's Authorized Representative (GAR).
2. **Cabinet Officials** includes department/agency heads and may be represented by Emergency Support Function (ESF) members in the EOC; The Guam Homeland Security Advisor and/or the Administrator of Civil Defense may request the presence of Cabinet Officials to directly engage EOC activities if warranted by the severity of the situation.
3. **Guam Homeland Security (GHS/OCD) Advisor** advises the Governor on all matters relating to homeland security; acts as a liaison to the U. S. Department of Homeland Security; sets policy for the Guam Homeland Security and the Office of Civil Defense.
4. **Guam Office of Civil Defense (GHS/OCD) Administrator** serves as counsel to the Governor on emergency management issues; ensures that the territory is prepared to deal with large-scale emergencies and is responsible for coordinating the territorial response in any major emergency or disaster, to include coordinating federal assistance. Upon issuance of a Presidential Disaster Declaration, the Administrator is

normally designated as the Governor's Territorial Coordinating Officer (TCO).

5. **The Governor's Authorized Representative (GAR)** is empowered by the Governor to execute all necessary documents for disaster assistance on behalf of the territory, including certification of application for public assistance. The GAR will also coordinate and supervise the territorial disaster assistance program to include serving as its grant administrator. The GAR is designated in the FEMA-State Agreement.
6. **The Territory Coordinating Officer (TCO)** is the authorized representative of the Governor to manage and coordinate territorial and local emergency response and recovery efforts. The TCO is provided the authority to commit any and all Government of Guam resources necessary to cope with the emergency or disaster and the authority to exercise those powers in accordance with sections this plan. The TCO also has the authority to direct all Government of Guam, agencies, including village staff, to identify personnel needed from those entities to assist in meeting the needs created by the emergency. The Governor directs all agencies and departments to place all such personnel under the direct command of the TCO. In general, the Governor will designate the Office of Civil Defense (GHS/OCDC) Administrator as the TCO.
7. **The EOC Director** coordinates the rendering of all Government of Guam assistance, and is responsible for overall management and operation of the EOC ESF Team. Upon request and approval, the EOC Director will issue mission assignments to the appropriate ESF to fulfill. All requests for assistance are reviewed and prioritized by the EOC Director. The EOC Director will coordinate with the 16 ESFs to fulfill these requests. All requests for assistance, and ESFs designated to respond to the request, are tracked in the Guam EOC.
8. **Operations Section Chief** oversees the Staging Area Group, Air Operations, Response, Emergency Services, Human Services, Infrastructure Support, and Mitigation Branches, which are essential functions for a successful response operation. The Operations Section Chief identifies and manages priority missions, as coordinated with the Activation Team Leader and his/her counterparts in the field. The Operations Section staff coordinates with the Guam government and field operations sections to identify mission-support requirements and communicates requirements to the Logistics Sections for execution. Operational objectives and subsequent battle rhythm for each operational period are set by the Operations Section. The Operations Section actively participates in the planning activities of the EOC. The Section Chief ensures that appropriate representatives attend planning meetings and are assigned as representatives to planning task groups.
9. **The Planning Section Chief** is responsible for the collection and analysis of information relating to the impacts of the incident, awareness of the status of response operations, and summarizing the information in briefings, reports, and displays. The Section directs implementation of a Guam government common operating picture and ensures that all EOC briefings and reports are available and accessible to emergency leadership, staff, and media via the Joint Information Center (JIC). The Section also facilitates and develops plans to support EOC activities (i.e., Crisis Action Planning) and the overall response effort. In facilitating the planning activities of the EOC; the Section is supported by representatives of the other EOC Sections and subject matter experts from the other Government of Guam departments and agencies.

10. **The Logistics Section Chief** is responsible for managing the mobilization, employment and initial support of equipment, supplies and services for incident response. The Logistics Section is responsible for supporting the EOC planning activities by providing representation to planning meetings and task groups.
11. **The Finance and Administration Section Chief** procures resources when needed and documents costs for financial reimbursement. They are also responsible for entering into emergency contracts.
12. **The Adjutant General (TAG)** commands the Guam National Guard (GUNG), although the Governor of Guam is the Commander in Chief. The GUNG responds to emergencies at the direction of the Governor and or GHS/OCD. The Governor may order into active duty for the territory, all or any part of the GUNG to respond to an emergency or disaster or imminent danger thereof to preserve the public peace, execute the laws of the territory, enhance domestic security, respond to terrorist threats or attacks, or respond to any need for emergency aid to civil authorities. Service-specific GUNG liaisons should be requested by the GHC/OCD or EOC Director to staff the Guam EOC to coordinate activities and share information with the EOC staff. The GUNG, acting through GHS/OCD, coordinates the deployment of any and all military personnel, equipment and resources to the extent necessary to meet the needs created by the emergency. If federalized, the GUNG will come under the authority of Title 10 Forces and integrate with the established Joint Task Force or existing military area command with incident jurisdiction.
13. **The Federal Coordinating Officer (FCO)** coordinates federal assistance to the area affected by a disaster or emergency. The FCO generally is assigned to the Guam EOC for the duration of the emergency and work with the TCO to coordinate the federal response. The FCO is in unified command with the TCO throughout the event to coordinate requested federal assistance.
14. **The Defense Coordinating Officer (DCO)** is the focal point of any DOD response to a particular disaster. The DCO coordinates the military support of civilian authorities (MSCA) effort with the TCO, the FCO, and the rest of the federal response organization. Although the DCO does not exercise command and control over U.S. Pacific Command (USPACOM), it does validate mission assignments in support of Guam disaster response and recovery operations.

## **E. Emergency Powers**

Under Guam law, only the Office of the Governor is specifically designated to declare a state of emergency. If the situation exceeds local capabilities to cope with the emergency or disaster, only the Governor may declare a state of emergency. Under the emergency declaration, the Governor designates a TCO to direct the Government of Guam's response to impacted areas.

Under Title 10, Chapter 65 of the Guam Code Annotated, the following are authorized emergency powers:

### **1. Office of the Governor**

The Governor derives his or her emergency powers through Chapter 65 of the Guam Code Annotated. Emergency powers will be exercised when a state of emergency or disaster or impending emergency or disaster exists or has been declared by the Governor, or a direct attack on the territory occurs.

Pursuant to G.C.A. section 65107, the Governor is authorized to declare that a state of emergency exists, and thereafter the Governor shall have and may exercise for as long as the state of emergency exists or continues, the following additional emergency powers:

- a. To enforce all laws, rules and regulations relating to civil defense and assume direct operational control of all defense forces in this Territory.
- b. To seize, take or condemn property for the protection of the public or at the request of the President, the Armed Forces or the Civil Defense Agency of the United States including: All means of transportation and communication; All stocks of fuel of whatever nature; Food, clothing, equipment, materials, medicines and all supplies; and Facilities including buildings and plans.
- c. To sell, lend, give or distribute all or any such property among the inhabitants of the Territory and to account to the territorial treasurer for any funds received for such property.
- d. To make compensation for the property so seized, taken, and condemned.
- e. To perform and exercise such other functions, powers and duties as may be deemed necessary to promote and secure the safety and protection of the civilian population.

## **2. The Guam Homeland Security/Office of Civil Defense (GHS/OCD)**

The agency derives its statutory duties and responsibilities and emergency powers through G.C.A. section 65103(d) and section 65108, or as tasked by the Governor through an emergency declaration. The Governor's executive order or emergency proclamation may designate the Administrator of the Office of Civil Defense as the TCO for the event. The TCO acts on behalf of the Governor to the extent necessary to meet the emergency.

The GHS/OCD Administrator/TCO will activate the EOC ESF Team and provide the necessary assistance when the emergency or disaster exceeds the response capabilities at the local level. The EOC Director issues tasks to obtain resources and capabilities from across the ESF organization in support of emergency response activities.

## **3. Village Mayor's Offices**

Title 5, Chapter 40 of the Guam Code Amended specifies roles and responsibilities for the Mayor's Offices within the villages of Guam. Among those proscribed duties, § 40112 (h) and (j) respectively provide that Mayors may serve as peace officers and assist in the maintenance of law and order in their district, as well as assist in coordinating the civilian emergency preparedness system in time of emergency or disaster.

## **4. The Guam National Guard (GUNG)**

Title 10, Chapter 63 of the Guam Code Amended authorizes the existence of the Guam National Guard (GUNG), and establishes the Governor as its ex-officio Commander-in-Chief. Section 65107, G.C.A. further authorizes the Governor of Guam to assume direct operational control of all defense forces in this Territory.

## **F. Monitoring, Detection, Alert, and Warning**

### **1. EOC Staff Duty Officers/Duty Officer --- Normal Operation Staffing**

The EOC Staff Duty Officers/Duty Officer is a 24/7 on-call function that maintains territorial situational awareness of potential or developing incidents for Government of Guam leadership with information collection and analysis, and resource coordination support on a routine basis. The GHS/OCD EOC SOP describe the EOC Staff Duty Officers/Duty Officer roles and responsibilities.

### **2. EOC Staff Duty Officers / EOC Director**

- a. Ensures that situational awareness of all significant threat reporting or incidents is maintained using Essential Elements of Information and Critical Information Requirements criteria. This includes aggressively seeking additional information on unfolding threats or events from federal, territorial, and local agencies.
- b. Notifies Government of Guam leadership and critical infrastructure/key resource partners of significant new threat information or incidents based upon EEI and CIR criteria and established briefing thresholds in the EOC SOP.
- c. De-conflicts areas of duplication.
- d. Prioritizes tasking and efforts.
- e. Ensures threat and incident information is properly acquired, tracked, and archived.
- f. Ensures the EOC Duty Officers Log is current and that a common operating picture is maintained and shared.
- g. Ensures that written Duty Officers Team products are factually accurate, fully coordinated, complete, without typographic or grammatical error, and disseminated at the proper time.
- h. Oversees a key communications responsibility that includes facilitating senior leadership calls.

### **3. EOC Duty Officers(s)**

- a. Assists the Staff Duty Officer / EOC Director by developing and supporting partnerships with communities of interest including intelligence and law enforcement and other critical federal, territorial, local, volunteer, and private organizations for outreach and awareness, information sharing, and emergency programs.
- b. Represents the Government of Guam to departments and agencies of federal, territorial, and local governments; assuring “check back” is consistently and continuously executed.
- c. Manages effective coordination through continuity of communications and tasking subordinate operating (Mayoral Offices) / dispatch centers when applicable; Assures that all Requests for Information (RFI) are rapidly and effectively acted upon and coordinated.
- d. Assures all reports, presentations, and briefings for the GHS/OCD Administrator and Guam Homeland Security Advisor are timely, accurate, and fully coordinated.
- e. Contributes to the efforts of the EOC by forwarding items of interest to GHS/OCD leadership for review.; Develops and maintains close working relations with subordinate operating (Mayoral Offices) / dispatch centers, and FEMA Region IX Watch / RRCC, and other Pacific area operation centers.

#### **4. Communication Systems**

The Emergency Support Function (ESF) 2, Communications and Information Technology, manage all Government of Guam communications systems. Figure 2 below identifies the types of communications maintained by the Government of Guam, the private sector and the federal government.

#### **5. Alert and Warning**

Once alerted or warned of an emergency or disaster, the Guam Fire Department E911 Dispatch Center (GFD 911), the Guam Police Department Tactical Communications Center (GPD TCC), the NOAA/National Weather Service (NWS), Pacific Tsunami Warning Center (PTWC), the Joint Typhoon Warning Center (JTWC), and the Joint Region Marianas Regional Operations Center (JRM-ROC) will immediately notify the GHS/OCD Duty Officer. The Duty Officer will notify the Homeland Security Advisor and/or the Office Of Civil Defense Administrator who in turn will notify the Governor's Communications Office. In addition to apprising the appropriate agency, a determination will be made as to activating the EOC. Once the EOC ESF Team has mobilized to the EOC, the EOC Director will conduct a situational briefing and request all ESFs to plan accordingly. The EOC Director, or his designated representative, may request certain ESFs to plan and deploy resources immediately.

#### **6. Communication Interoperability**

800 MHz Communications: Guam only has one level of government with one 800 MHz trunked public safety communication system otherwise known as the Government of Guam network. The public safety communication system is managed by the Interoperability Coordinator who is located at the Guam Police Department. Any Government of Guam agency/department or federal partner, that has a need for interoperable radio frequency communications, is able to utilize the system no cost (except for the cost of the subscriber units).

There are no shared channels (i.e., ICALL, VCALL, UCALL, and associated TAC channels) available on the Government of Guam network. Interoperability is achieved within the system on shared interoperable talk groups. Government of Guam agencies can use the interoperable talk groups already programmed into the radios. Agencies not operating on the system can only access the interoperable talk groups by requesting gateway/console patch connections.

All users that are eligible under the Public Safety Radio Services and Special Emergency Radio Service, as defined in the Federal Communication Commission (FCC) Rules and Regulations, and licensed to use the spectrum, are eligible to operate on the ten common talk groups.

The Government of Guam holds the license for all of the Public Safety Communication System's assigned frequencies, so that Guam departments/agencies do not have to apply for a license.

Other eligible entities, such as federal agencies, volunteer emergency corporations, American Red Cross, Salvation Army, under the National Response Framework (NRF) may also participate on a secondary basis in support of the preservation of life and property during an emergency. These eligible entities may be called upon by the primary agency when specifically enrolled in a documented emergency plan of a recognized emergency management agency. The only recognized emergency agency in the Government of Guam is GHS/OCD.

**Figure 2: Territory Communication Systems**

<b>Guam Homeland Security Office of Civil Defense</b>
• VHF
• UHF
• Satellite voice and data
• Microwave backhaul
• Radio Amateur Civil Emergency Services (RACES)
• Amateur Radio Emergency Services (ARES)
• Air Cards
• VHF base stations
• UHF base stations
• Video Surveillance
• Public Switched Telephone Network (PSTN)
• Cellular telephones with push-to-talk
• Audio-matrix switch
• 125 port conference bridge
• Video teleconferencing (VTC)
• Secure Telephone Unit (STU)
• Secure Telephone Equipment (STE) (Governor's Office)
• Centrex and Avaya VOiP telephone stations within the Guam EOC
• Gov Guam Public Safety Communications System (800 MHz Trunked AMSS)
• Commercial Radio Mobile Services
<b>National Oceanographic and Atmospheric Administration (NOAA)</b>
• Chatty Beetle
<b>Guam Police Department</b>
• Motorola Centracom Gold Elite Console System, 1 operator position, expandable to four positions; 64 nets.
• Guam Police Department Tactical Communications Center Gateway capable of 40 simultaneous nets.
• 200 units (cache) Motorola XTS1500; 800 MHz trunked radios.
• 2 each ICRI - mobile.
<i>1 each Mobile Communications Unit (MCU) 4X4 containing the following interoperable communications equipment:</i>
• 1 each 800 MHz Motorola XTV portable to base station converter.
• 1 each VHF Motorola XTV portable to base station converter.
• 12 each Guam Police Department 800 MHz Radio Cache.
• 2 each 3000 Watt Honda generators.
• 1 each ICRI mobile gateway.
• 1 each 23 ft collapsible antenna tower with 800 MHz and VHF antennas, including 100 feet of cable for each.
• Various magnetic mount antennas
• 1 each wireless router.
• Government of Guam Public Safety Communication System (800 MHz Trunked AMSS/) access.
<i>Other Interoperable Communications Equipment is identified in Annex K: Guam Catastrophic Typhoon Plan (August 2010).</i>

Guam's public safety communications system primarily relies on console patching and currently has the capability of interoperating with all Government of Guam first responders as well as the U.S. Coast Guard, U.S. Navy, U.S. Air Force, Guam National Guard, 94th Civil Support Team, U.S. Navy's Helicopter Combat Support Squadron 25 and the local office of the Federal Bureau of Investigation (FBI).

The Government of Guam can communicate with Commonwealth of the Northern Mariana Islands (CNMI) through HF radio or C-band satellite service if the CNMI's phone system is operational. It should be noted that nearby Saipan does not have communications with Guam or among the three main islands: Rota, Saipan and Tinian. Communications among and from these islands are accomplished through satellite (Iridium or C-Band) or HF radio communications modes.

## **G. Emergency Declaration Process: Territorial and Federal Government**

At the territory level, the Office of the Governor relies on the executive order to meet a number of response and recovery challenges, such as: deploying the National Guard or other response assets, coordinating evacuations, suspending regulations to facilitate response and recovery operations, expanding social services, providing assistance to disaster survivors, and managing elections disrupted by the emergency. An emergency declaration, therefore, allows the Office of the Governor to meet the challenges that lie ahead. The process of declaring an emergency is described in further detail below.

### **1. Authority to Declare a State of Emergency**

The Governor has the statutory authority to declare a state of emergency, pursuant to G.C.A. section 65107. At the national level, the President of the United States can declare a state of emergency.

### **2. Territory Emergency Declaration Process**

If the emergency or disaster has the potential to exceed local capabilities, the Governor, by executive order or proclamation, will declare a state of emergency for those impacted areas or areas in which the emergency or disaster is anticipated as defined in G.C.A. section 65107. Depending upon the type of emergency or disaster, a state of emergency will activate certain components of the GUAM CEMP and Guam All Hazards Catastrophic Plan. Such a proclamation by the Office of the Governor is also required to activate the full range of federal disaster recovery programs available to the territory, and a condition for requesting inter-jurisdictional mutual aid through the Emergency Management Assistance Compact (EMAC). These executive orders, proclamations, and rules have the force and effect of law as specified in the citation directly above. The process for declaring a state of emergency is as follows:

- a. The public is alerted to and/or warned of an imminent or actual event.
- b. The GHS/OCD initiates response plans of the GUAM CEMP to manage the emergency or disaster.
- c. GHS/OCD determines that the state of emergency is required, develops the specifics for the declaration and recommends to the Governor that he or she declare a state of emergency. GHS/OCD then prepares an executive order and forwards it to the Office of the Governor for approval.
- d. Through executive order, the Governor designates the Primary/Alternate GAR and TCO.
- e. The EOC ESF Team initiates protective measures to assist local and Government



of Guam authorities.

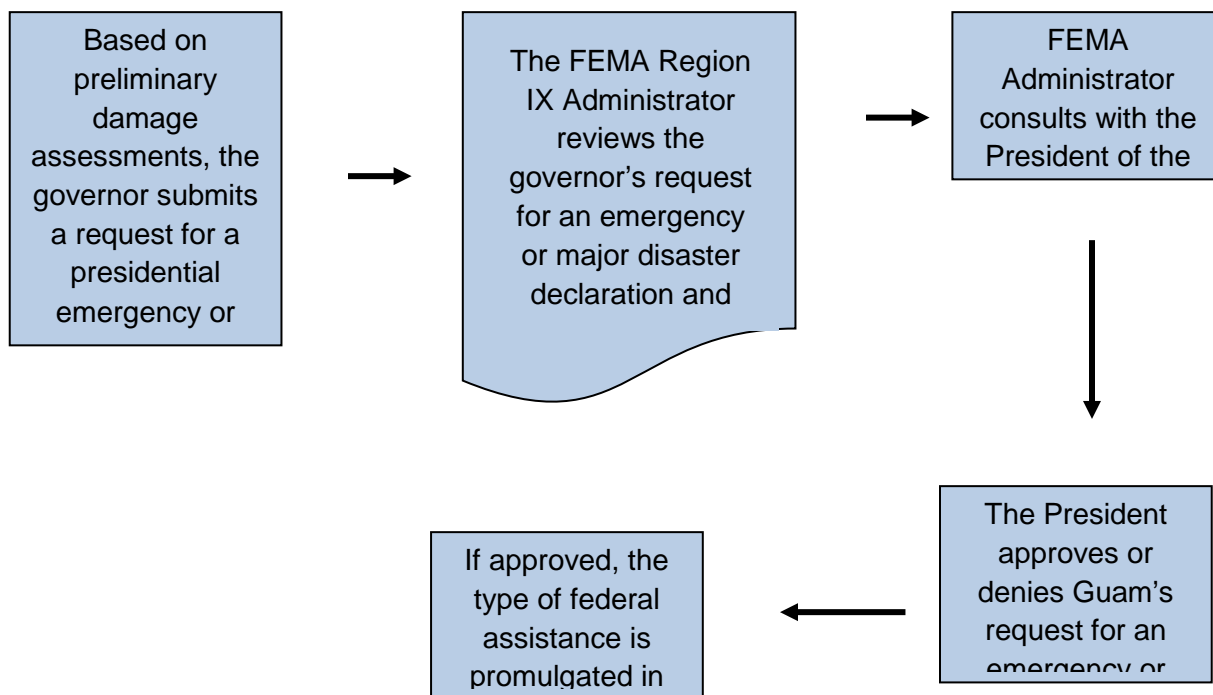
- f. Depending on the nature of the hazard, Government of Guam agencies, and departments, as well as other emergency response organizations will determine the need to activate their COG and/or COOP plans.
- g. The EOC ESF Team initiates response and recovery activities to assist the impacted areas.
- h. The TCO notifies FEMA of the imminent or actual event and requests assistance, if necessary.
- i. If federal assistance is requested, a copy of the Executive Order is provided to FEMA's Region IX Pacific Area Field Office and/or the Regional Director.

### 3. Presidential Emergency or Major Disaster Declaration

Pursuant to Title 44, Code of Federal Regulations, the Governor may request that the President of the United States issue an emergency or a major disaster declaration. Before making a request, the Governor must declare a state of emergency for Guam and ensure that all appropriate actions have been taken.

The following flow chart describes the declaration process:

**Figure 3: Declaration Process**



There are two primary forms of presidential disaster declarations: an emergency declaration and a major disaster declaration.

The basis for the Governor's request for an **emergency declaration** must be based upon a finding that the situation:

- Is of such severity and magnitude that effective response is beyond the capability of the Government of Guam; and

- Requires supplementary federal emergency assistance to save lives and to protect property, public health and safety, or to lessen or avert the threat of a disaster.

The basis for the Governor's request for a **major disaster declaration** must be based upon a finding that:

- The situation is of such severity and magnitude that effective response is beyond the capability of the Guam government; and
- Federal assistance under the Stafford Act is necessary to supplement the efforts of available resources of the territory, local governments, disaster relief organizations, and compensation by insurance for disaster-related losses.

Guam may also request an expedited major disaster declaration during a catastrophic event where the level of damage is empirically overwhelming. Additionally, the President may issue an expedited disaster declaration for pre-landfall typhoons; however, assistance will be limited to Category A (debris clearance) and/or B (emergency protective measures) under FEMA's Public Assistance Program.

The major disaster declaration request also includes:

- Information on the extent and nature of Guam's resources that have been or will be used to address the consequences of the disaster;
- A certification by the Governor that Guam will assume all applicable non-federal costs required by the Stafford Act;
- An estimate of the types and amounts of supplementary federal assistance required; and
- Designation of a Primary/Alternate GAR and a TCO.

The completed request, addressed to the President, is sent to the FEMA Regional IX Administrator, who will evaluate the damage reports and other information and make a recommendation to the FEMA Administrator. The FEMA Administrator, acting through the Secretary of Homeland Security, may then recommend a course of action to the President.

The Governor's request for a disaster declaration may result in either a Presidential declaration of a major disaster or an emergency, or denial of the Governor's request. If the President grants an emergency or major disaster declaration, the Governor and the FEMA Regional Administrator shall execute a FEMA-Territory Agreement which states the understandings, commitments, and conditions for federal assistance. This Agreement describes the incident and the incident period for which assistance will be made available, the area(s) eligible for federal assistance, the type and extent of federal assistance to be made available, and contains the commitment of the Government of Guam with respect to the amount of funds to be expended in alleviating damage and suffering caused by the major disaster or emergency. With the declaration, the President appoints a Federal Coordinating Officer (FCO). The FCO is responsible for coordinating all federal disaster assistance programs administered by FEMA. The FCO and the TCO works together to ensure all assistance is provided in accordance with Section 408 of the Stafford Act.

## H. Activation of Emergency Facilities

The EOC, or its alternate, will be activated at a level necessary to effectively monitor or respond to threats or emergency situations. The EOC can operate 24 hours a day, 7 days a week, but the level of staffing varies with the activation level.

There are four (4) levels of activation:

Level	Description/Staffing
<b>Normal Operations/Level 4</b>	Duty Officers/Normal Operations
<b>Level 3</b>	EOC Director, command and special staff and select staff members, (Multi-Agency Coordinator, and Action Tracker).
<b>Level 2</b>	Level 3 plus selected Emergency Support Functions.
<b>Level 1</b>	Level 3 and all Emergency Support Functions.

The EOC may be activated in anticipation of an incident, e.g., typhoon, local significant events, etc.); immediately following an incident; for monitoring purposes during National or Local Security Special Events; or for periods of heightened terrorist or other potential threats. The level of activation is based upon known or anticipated operational requirements.

The activation message specifies the activation level, reporting instructions, and initial operating hours. EOC members are expected to report as directed. Notifications to other Government of Guam departments and agencies are through the respective leadership.

The EOC can be activated by the following:

- The Governor;
- The Homeland Security Advisor; and
- GHS/OCD Administrator.

The Guam EOC is equipped to conduct telephone conferences and video teleconferences. Whether the emergency is imminent or has occurred, the EOC will conduct general coordination conferences with the village and agency emergency operations centers. These conferences are normally conducted several times a day.

## I. Resource Management

### 1. Resource Typing

The Resource Management Network (RMN) is a fully NIMS compliant software system. This system lists all joint force resources under one of several nationally accepted resource types to include personnel, crews, equipment, heavy equipment, commodities, vehicles, aircraft and facilities to include: Logistics Staging Areas (I – III), Base Camps (I – V), Points of Distribution (PODs), and Staging Areas (SAs).

## **2. Pre-positioning of Resources**

When the impact point of an impending threat is known with reasonable certainty, and precautionary deployment of personnel and equipment and pre-positioning of supplies can facilitate a rapid response, the EOC may pre-position resources. The EOC Director will coordinate through ESF 7, who will coordinate with other territory, federal, non-profit and contractual agencies, organizations and companies regarding the pre-positioning of resources, including the activation and deployment of Guam National Guard personnel and equipment. Field operations normally pre-staged or deployed post-incident will be pre-deployed as appropriate in the context of safety/security.

ESF 7 is the centralized point of coordination for the resource ordering, deployment, resupply, maintenance, and demobilization of all joint force resources.

The EOC Logistics Section through the EOC Director/TCO will coordinate with the Federal Emergency Management Agency, Region IX on the pre-positioning of emergency resources in advance of an event and deployment of resources post event. All federal logistics support resources (equipment and commodities) are managed by FEMA.

## **3. Resource Needs**

Resources will be identified by the Logistics Section, and if approved by the EOC Director/TCO, procured with the assistance of the Finance and Administration Section, or requested from federal assets/resources. Resource needs will be estimated by the Logistics Section using established algorithms with the assistance of the Plans Section, who will anticipate the expected impacts of the event on the population and on infrastructure using HAZUS or other predictive computer models. In most cases, basic resources will be deployed to the impacted areas based on anticipated impact and needs. When staging areas and points of distribution are established the EOC ESF Team will use pre-established models to determine burn rates and resupply quantities.

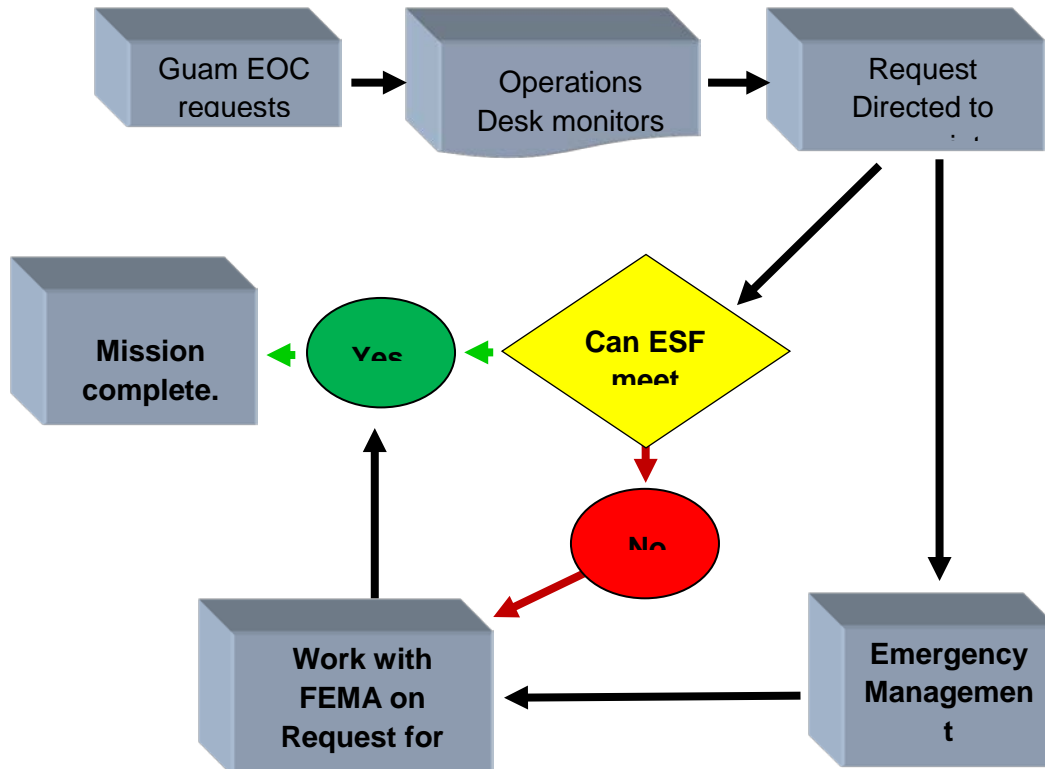
## **4. Village Resource Requests**

Village resource requests are made through the Incident Management System, or, if it is unavailable, with a Message/Request Form. Once a request has been received by the Guam EOC from a village, it is initially processed by the Mayors Council of Guam (MCOG) within the Operations Section, who verifies the request/information. From there, it is assigned to the proper branch for tasking to the appropriate ESF. If the ESF can meet the requirements of the request, resource information is forwarded to the MCOG.

If the ESF cannot provide the requested resources, it is then forwarded to Logistics Section, who will work with either private vendors or through the Emergency Management Assistance Compact (EMAC) to secure the resources.

The following flow chart depicts this process:

Figure 4: SEOC Processing of Resource Request



## 5. Private Sector Resources

GHS/OCD and FEMA will coordinate with the private sector to support establishing critical private-sector preparedness activities that are ready for implementation. During incident management, appropriate private sector entities may be notified and requested to provide relevant subject matter expertise. Representatives of private sector entities should be included, as appropriate, in long-term community recovery coordination and planning efforts.

## J. Continuity of Government and Continuity of Operations

Continuity of Government (COG) and Continuity of Operations (COOP) are functions essential to ensuring that the Government of Guam continues to provide vital services throughout the emergency or disaster period. COG is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities.

All agency ECOs ensure that their respective agency and facilities have a disaster preparedness plan to provide continuity of essential Government of Guam functions under all circumstances. The plan must include, at a minimum:

- a. Identification of essential functions, programs, and personnel.
- b. Procedures to implement the plan, personnel notification and accountability; delegations of authority and lines of succession.
- c. Identification of alternative facilities and related infrastructure, including those for communications.
- d. Identification and protection of vital records and databases.
- e. Provide schedules and procedures for periodic tests, training, and exercises.

Each COOP is required to:

- a. Ensure the safety of personnel and visitors.
- b. Provide for the ability to continue essential operations for up to 30 days.
- c. Contain provisions for the protection of critical equipment, records, and other territorial assets.
- d. Maintain efforts to minimize damage and loss.
- e. Contain provisions for an orderly response and recovery from any incident.
- f. Serve as a foundation for the continued survival of leadership.
- g. Assure compliance with legal and statutory requirements.

## **K. Protective Measures**

### **1. Evacuations**

Under Executive Order No. 91-09, the GHS/OCD will have the overall responsibility to coordinate and oversee the implementation of evacuation procedures. The logistical support necessary to perform the tasks will be coordinated with other agencies or information sources from the EOC. Evacuations of medically dependent or elderly will be the first priority of the response community. Evacuation routes to areas of safety are pre-determined.

Primary coordination will be between the MCOG to the GHS/OCD. Additionally, communication and coordination will be conducted closely with the Guam Visitors Bureau (GVB), the Guam International Airport Authority (GIAA), the Guam Hotel and Restaurant Association (GHRA) and other hospitality related organizations to ensure the safety of visitors and, if necessary, assist in an effective evacuation of tourists. ESF 6 will prepare shelters to receive evacuees and the local media will be advised through the Joint Information Center (ESF 15 - External Affairs).

### **2. Functional Needs Sheltering**

In addition to general population sheltering, the GHS/OCD monitors the status of the island-wide inventory of shelters for those with functional needs or accessibility requirements. All shelters must meet physical and programmatic accessibility requirements as defined by the Americans with Disabilities Act. Functional needs shelters provide a higher level of attendant care than general population shelters. Any facility designated as a shelter must meet minimum safety requirements. To ensure

consistency with national standards, guidelines and best practices, Guam has adopted the American Red Cross (ARC) 4496 Standards for Typhoon Evacuation Shelter Selection.

### **3. Sheltering Pets or Service Animals**

In collaboration with the Guam Department of Agriculture (DOA), GHS/OCD is responsible for addressing strategies for the sheltering of persons with pets. (See The Pets Evacuation and Transportation Standards Act of 2006 (PL 109-308, October 6, 2006), an amendment to the Robert T. Stafford Disaster Relief and Emergency Act of 2006 (42 U.S.C.A. § 5196), which requires governmental jurisdictions to accommodate pets and service animals in the event of an emergency). A person who uses a service animal must be allowed to bring his or her service animal into a general population or special needs shelter and has the right to be accompanied by a service animal in all areas of a public accommodation. In developing these strategies, the Guam EOC considers the following:

- Locating pet-friendly shelters within buildings with restrooms, running water, and proper lighting.
- Allowing pet owners to interact with their animals and care for them.
- Ensuring animals are properly cared for during the emergency.

## **L. Response Operations**

### **1. Emergency Operations Center Emergency Support Function (EOC ESF) Team Activation**

The GHS/OCD Administrative Section will issue a notice to the ESF representatives to report to the EOC. Once the EOC ESF Team is activated, the EOC Director/TCO provides a quick synopsis of the situation. The EOC Director conducts incident action planning through meetings to determine tactical operations and the availability of resources. The EOC ESF Team also establishes objectives, assigns missions to be completed by ESFs, and establishes unified operations, planning, logistics, and finance and administration sections. ESFs implement their specific emergency operations plans to activate resources and organize their response actions. The GUAM CEMP Functional (ESF) Annex contains additional detail on each ESF's response actions. The EOC Director may initiate other measures as necessary, such as:

- Contacting the FEMA Regional Administrator and requesting that the Regional Administrator deploy a liaison or Incident Management Assistance Team (IMAT) to support operations at the EOC. IMATs are federal interagency teams composed of subject-matter experts and incident management professionals. The IMAT's primary role is to coordinate information and mission requests between the state and federal response agencies. IMAT and EOC staff may merge to a singular organizational structure to support a Unified Command. An IMAT also has the responsibility for coordinating and making the preliminary arrangements to set up federal field facilities and initiate establishment of a Joint Field Office (JFO).
- Conducting varying response activities depending upon the scope and nature of the emergency. The EOC ESF Team utilizes the Incident Command System (ICS) to organize both immediate and long-term field operations.

## **2. Maintaining a Common Operating Picture**

A common operating picture allows on-scene and off-scene personnel to have the same information about an incident. This is accomplished in the EOC through a variety of measures including: coordinated development of Incident Action Plans (IAPs), Situation Reports, Flash Reports, Incident Management System, GIS enabled products, Branch/Section specialty plans, and ESF/Branch briefings. This information is shared with all deployed personnel through video teleconferencing, e-mail, or conference calls.

## **3. Unified Command**

Unified command is required when an incident impacts the jurisdictional or functional responsibility of more than one agency. As an essential tenet of ICS, unified command is a structure that brings together the “Incident Commanders” of all major organizations that have jurisdictional and functional responsibility for the incident to coordinate an effective and comprehensive response, while also performing their assigned statutory duties. Every effort must be made to prevent parallel, ad hoc, and disconnected operations from developing. Such operations will fragment response efforts, cause unnecessary competition for limited resources, and negatively impact the ability to support responders. The following chart shows the incident command structure of the EOC ESF team when it is activated. Figure 5 below provides a schematic representation of the Unified / Incident Command structure.

## **4. Integration of the Incident Command System (ICS) and Emergency Support Functions (ESFs)**

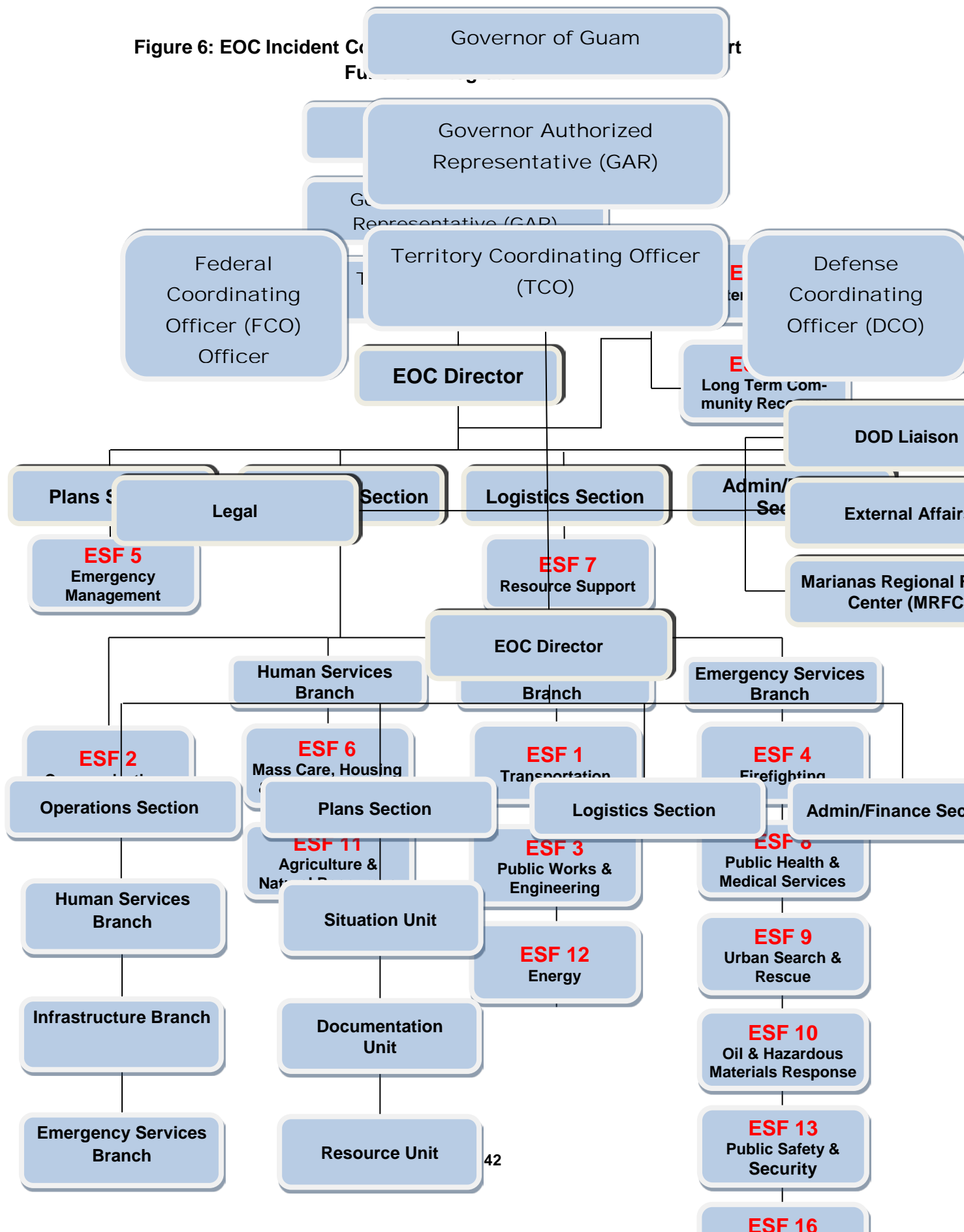
The Guam EOC integrates both an ICS and ESF command structure, without losing any of the integrity of either system. The EOC is configured using ICS Sections (Planning, Operations, Logistics, and Finance and Administration). The EOC includes the Plans, Logistics, Finance and Administration, and the Operations Sections along with the Infrastructure, Emergency Services, Human Services, and Operations Branches. Each of the 16 ESFs are located at a desk in the EOC, and each ESF supports one of the ICS sections, as depicted in the following chart. Figure 6 below provides a schematic representation of how the ESF structure integrates with the ICS.





**Figure 5: Guam Emergency Response Team Organizational and Incident Command Structure**

**Figure 6: EOC Incident Command Structure**



## **M. Recovery Operations**

### **1. Transition from Response to Recovery**

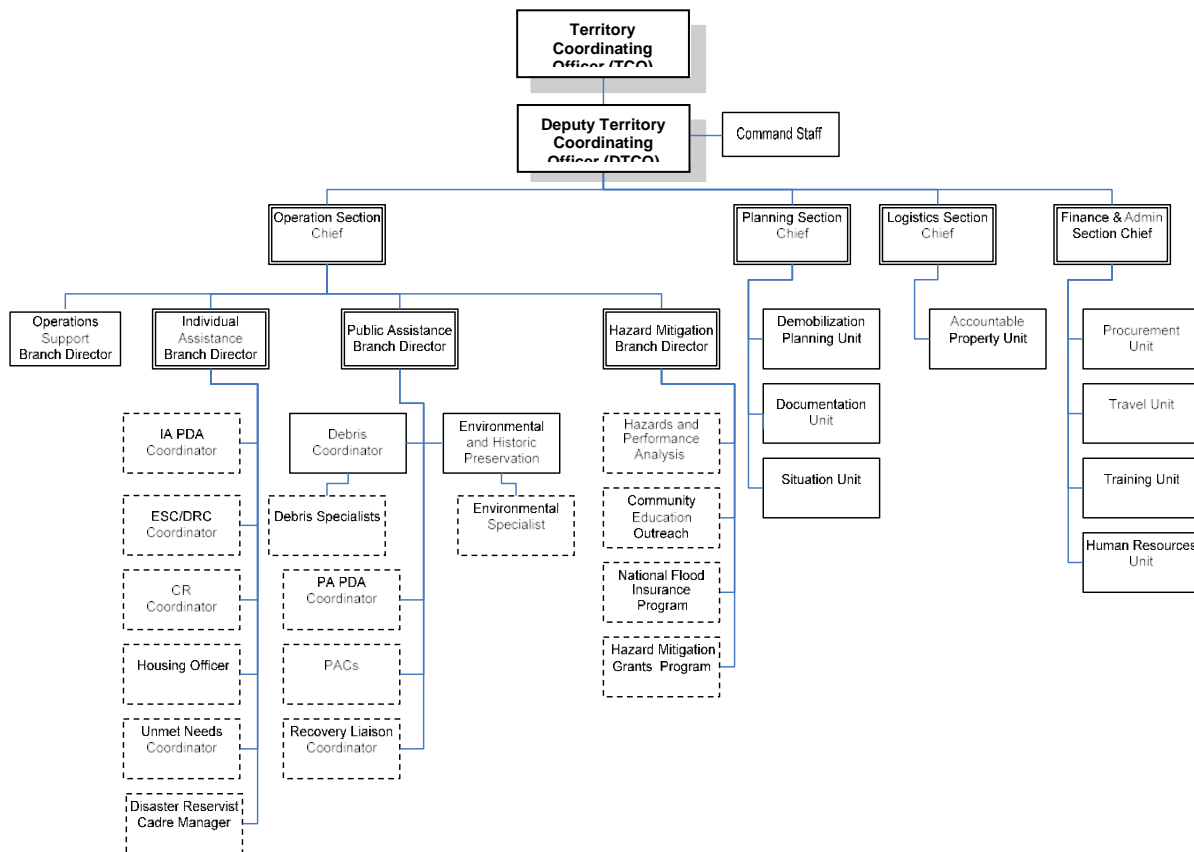
When a state of emergency is declared by the Governor, the EOC Director will initiate response operations to assist communities impacted by the event. As response operations are underway, the EOC ESF Team will simultaneously begin the planning of recovery operations. To meet this objective, the lead for recovery will function as a Deputy EOC Director (another Deputy EOC Director is used in the response phase). During the forward transition of recovery to the Joint Field Office (JFO), the Deputy Recovery Chief will be designated as the Territory Disaster Recovery Coordinator (TDRC). In general, the TDRC will initiate the following measures when an emergency is declared:

- a. Assist the EOC Director at the EOC.
- b. Coordinate with local impacted communities and request federal assistance, such as FEMA and the Small Business Administration (SBA), by deploying Preliminary Damage Assessment (PDA) teams to determine the extent of damage to communities. PDA teams are comprised of personnel from assigned Government of Guam agencies and other local organizations, as well as federal agencies .
- c. Coordinate with Legal to determine the type of public and/or individual assistance necessary in a request for a presidential emergency or major disaster declaration.
- d. Once an area has received a presidential disaster declaration, transition ESCs to Disaster Recovery Centers (DRCs), which assist survivors in applying for territorial or federal assistance. Responsibility for these centers is then jointly shared by FEMA, the Government of Guam, and the village in which the DRC is located.
- e. Coordinate with other agencies to assist impacted communities.
- f. Identify and track all eligible federal costs incurred by the Government of Guam during the emergency for reimbursement by the federal government.
- g. Depending on the type of presidential disaster declaration received, activate the Guam Public Assistance, Individual Assistance, and Hazard Mitigation programs in the JFO.
- h. Coordinate with FEMA to establish a JFO to provide recovery assistance to the areas impacted by the disaster.

### **2. Establishment of a Joint Field Office (JFO)**

A JFO is established following incidents of great severity, magnitude or complexity for which a presidential disaster is declared and Government of Guam agencies require federal support. A JFO is a temporary multiagency coordination center established near the incident site to provide a central location for coordination of Government of Guam, federal, non-governmental, and private-sector organizations with primary responsibility for incident oversight, direction, and/or assistance to effectively coordinate recovery actions. The chart below shows the organizational and command structure of the JFO:

Figure 7: Joint Field Office Organizational Chart for Guam



### 3. Recovery Assistance Programs

The following are the primary categories of disaster aid available under the Robert T. Stafford Relief and Emergency Assistance Act, Public Law 93-288.

#### a. Individual Assistance (IA)

Immediately after a disaster declaration, disaster workers arrive and set up a central field office to coordinate the recovery effort. A toll-free telephone number is published for use by affected residents and business owners in registering for Individual Assistance. Disaster Recovery Centers (DRCs) are also opened where disaster victims can meet with program representatives and obtain information about available aid and the recovery process. Disaster aid to individuals generally falls into the following categories:

- **Disaster Housing** may be available for displaced persons whose residences were heavily damaged or destroyed. Funding can also be provided for housing repairs and replacement of damaged items to make homes habitable.
- **Disaster Grants** are available to help meet other disaster related needs and necessary expenses not covered by insurance and other aid programs. These may include replacement of personal property, transportation, medical, dental and funeral expenses.
- **Low-Interest Disaster Loans** are available after a disaster for homeowners and renters from the U.S. Small Business Administration (SBA) to cover uninsured property losses. Loans may be for repair or replacement of homes, automobiles, clothing or other damaged personal property. Loans are also available to businesses for property loss and economic injury. SBA loans offer low-interest, fixed rate loans to disaster victims, enabling them to repair or replace property damaged or destroyed in federally declared disasters. It also offers such loans to affected small businesses to help them recover from economic injury caused by the disaster. The territory must meet eligibility requirements to qualify for SBA and the President need not declare an emergency for a jurisdiction to receive SBA loan assistance.

There are other forms of Individual Assistance which fall under the Robert T. Stafford Act. They include:

- Other Needs Assistance (ONA)
- Unemployment Assistance
- Food Coupons and Distribution
- Food Commodities
- Relocation Assistance
- Legal Services
- Crisis Counseling Assistance and Training
- Community Disaster Loans

**b. Public Assistance (PA)**

Seven categories of public assistance have been established by FEMA to differentiate between the aid provided in the immediate aftermath of a disaster to save lives and property, and the longer term assistance provided to help communities rebuild. The categories are as follows:

- Category A: Debris removal
- Category B: Emergency protective measures
- Category C: Roads and bridges
- Category D: Water control facilities
- Category E: Buildings and equipment
- Category F: Utilities
- Category G: Parks, recreational, and other

A presidential major disaster declaration initiates a process that begins with applicants filing a Request for Public Assistance at an applicant's briefing. These briefings are publicized through the media and notifications to village emergency management directors in accordance with 44 CFR Part 206, Subpart G & H. Additionally:

- Project worksheets (PW) are prepared for eligible emergency costs and eligible costs for restoration of damaged facilities.
- The Government of Guam shall provide the entire amount of any required matching funds for agencies.
- The eligible sub-grantee recipient prior to the receipt of the federal funds shall provide any matching funds required under the federal Hazard Mitigation Assistance Grant Program in full.
- The federal share for eligible reimbursement under a Stafford Act declaration shall be no less than seventy-five (75%) percent. The non-federal share is provided from a combination of Government of Guam sources in accordance with policies established by the Governor's Office.
- Guam serves as the Grantee, and eligible applicants are Sub-grantees under the federal disaster assistance program. Contractual agreements with the GHS/OCD are executed with applicants, with all reimbursements coming through same.
- Documentation, record keeping, inspections, and final closeouts are overseen and approved by the GHS/OCD.

**c. Hazard Mitigation Assistance**

FEMA also provides Hazard Mitigation Assistance through the Hazard Mitigation Grant Program (HMGP), and Section 406 of the Public Assistance Program which assists survivors and public entities to mitigate the life and property risks of future disasters. Examples include the elevation or relocation of repetitive loss flood-damaged homes away from flood hazard areas, retrofitting buildings to make them resistant to strong winds, and adoption and enforcement of adequate codes and standards by local, territorial and federal government entities. Section 406 helps fund mitigation measures under the Public Assistance Program when repairing damaged structures.

**d. U.S. Small Business Administration (SBA)**

If a jurisdiction does not receive a presidential emergency or major disaster declaration, the SBA can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance. The SBA can provide three types of disaster loans to qualified homeowners and businesses:

- Home Disaster Loans to homeowners and renters to repair or replace disaster-related damages to their home or personal property;
- Business Physical Disaster Loans to business owners to repair or replace disaster-damaged property, including inventory and supplies; and
- Economic Injury Disaster Loans (EIDL), which provide capital to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period.

SBA disaster loans are a critical source of economic stimulation for communities hit by a disaster, spurring job retention and creation, revitalizing business health and stabilizing tax bases. There are four types of disaster declarations:

- Presidential Declarations
- Agency Declarations
- Gubernatorial Declarations
- Secretary of Agriculture or Commerce Declarations

When a President declares a major disaster declaration for Individual Assistance, SBA's disaster assistance programs are automatically activated. For smaller disasters, the SBA Administrator may issue a "SBA-only" declaration. Such declarations are based on the occurrence of at least the minimum amount of uninsured physical damage to buildings, machinery, inventory, homes and other property. Typically this would mean at least 25 homes, 25 businesses, or some combination, have sustained uninsured losses of 40% or more. With an agency declaration, SBA disaster assistance programs are available to homeowners, renters and businesses within designated areas. Further information about SBA disaster loans can be found at [www.sba.gov](http://www.sba.gov).

**N. Mitigation Operations**

Hazard mitigation involves reducing or eliminating long-term risk to people and property from damage due to hazards.

**1. Disaster Activity**

The Mitigation Bureau is responsible for the delivery of mitigation funding programs within the affected area, including hazard mitigation grant programs for:

- Loss reduction measures;
- Coordination of loss reduction building science expertise;
- Coordination of activities under the National Flood Insurance Program (NFIP) in cooperation with federal partners post-disaster;
- Integration of mitigation with other program and planning efforts;

- Post-disaster documentation of cost avoidance due to previous mitigation measures; and
- Community education and outreach necessary to foster loss reduction island-wide.

## **2. Hazard Mitigation Planning**

Hazard mitigation planning involves identification of hazards, assessing the frequency and magnitude of the hazard, assessing the vulnerability of the built and natural environment to those risks, and identifying mitigation goals, objectives and actions to address these risks and vulnerabilities. The GHS/OCD Mitigation Unit develops and maintains the Government of Guam's Enhanced Hazard Mitigation Plan. The plan is routinely updated and submitted to FEMA for approval to ensure continued mitigation funding eligibility.

## **3. Hazard Mitigation Grant Program (HMGP)**

Mitigation projects utilizing HMGP funding are prioritized and may include such activities as wind retrofit projects, hazard warning systems, local drainage projects and some planning grants. Special initiatives may be directed by the Governor under this program also.

## **4. Non-Disaster Mitigation Grant Programs**

Mitigation projects utilizing these federal post-disaster grant funds may include elevation of flood-prone structures, flood proofing, acquisition or demolition, localized drainage projects and some mitigation planning projects. Federally-funded mitigation grant programs include the Pre-Disaster Mitigation Program, the Flood Mitigation Assistance Program (FMAP), the Repetitive Flood Claims Program and the Severe Repetitive Loss Program.

## **5. The National Flood Insurance Program (NFIP)**

The GHS/OCD is the coordinating agency for the NFIP. The NFIP program brings federally subsidized flood insurance to Guam in exchange for formal commitments by the community to implement minimum federal regulations for floodplain development.

# **VI. ADMINISTRATION AND LOGISTICS**

## **A. General Policies for Managing Resources**

The GHS/OCD Finance and Administration Section is responsible for coordinating several important measures that are necessary to process and track expenditures.

Several of these measures are as follows:

- a. Execution and maintenance of documentation related to the purchase of equipment, services and commodities by the EOC ESF team to meet the response and recovery needs of the Team and survivors of the disaster or emergency.
- b. Maintain, document, and track personnel overtime and compensatory time. This section also arranges and tracks travel accommodations for personnel deployed into the impact area.
- c. Process documents to ensure expeditious employment of additional response and recovery personnel to meet the staffing requirements of the event.



- d. Collaborate with other Government of Guam agency finance offices to track the estimated costs of the event for the management of territorial financial resources and for future reimbursement processes.
- e. Ensure that there is sufficient authority and funds to compensate for response costs. This includes any required matching fund commitments to ensure proper reimbursement of funds to eligible entities for reimbursable response and recovery efforts. After the state of emergency has ended, the Team will continue to monitor costs associated with the event and seek budget authority requests as required.
- f. Identify and track all eligible federal costs incurred during and after the event for reimbursement by FEMA.

## **B. Mutual Aid**

Local mutual aid agreements and memoranda of understanding are essential components of emergency management planning, response, and recovery activities. These agreements provide reciprocal emergency aid and assistance during an emergency or disaster. They can increase available resources and improve response and recovery efforts. Guam has adopted the Emergency Management Assistance Compact (EMAC), which provides for the mutual assistance between states during any emergency or disaster when the territory has depleted its resources, supplies or equipment. In the event a request for disaster assistance comes from another state, the Governor may order the mobilization of Government of Guam resources under EMAC to be deployed to the impacted jurisdiction. Similarly, Guam can request and receive assistance from other states through EMAC. The management and coordination of these resources will be administered through the Operations Section of the EOC ESF Team under the direction of the Operations Section Chief.

# **VII. PLAN DEVELOPMENT AND MAINTENANCE**

## **A. Overall Approach to Plan Development**

The GUAM CEMP is developed with assistance and input from the EOC ESF Team, including all levels of government, and private, volunteer and non-governmental organizations (NGOs) that have emergency management responsibilities. The GHS/OCD is also responsible for coordinating any revision of the Basic Plan as well as the incident-specific annexes. Preparation and revision of the GUAM CEMP Functional Annex, with the roles and responsibilities of each ESF, is the responsibility of the designated primary lead ESF agency and their designated support agencies. Format and content guidance is established by the GHS/OCD and incorporated into all annexes and attachments as necessary. The GHS/OCD maintains the GUAM CEMP and amends it to incorporate new concepts of operations, or information from lessons learned or developed through experience, events and/or training exercises.

## **B. Exercise and Plan Revisions**

The GHS/OCD conducts “No-Notice” exercises as well as annual full-scale exercises (Island-wide Typhoon Exercise, Radiological Emergency Preparedness Exercises, Governor’s Tabletop Exercise, etc.) to test the responsiveness and capability of all agencies, non-governmental organizations (NGOs) and private stakeholders. Each exercise will test all or critical portions of the GUAM CEMP, the Guam All Hazards Plan and/or respective agency response plans, including capabilities of equipment and the

personnel to operate such equipment. A number of these exercises are coordinated with the federal government and private sector partners, including non-governmental organizations, to test and exercise local federal response plans and integration. Each exercise is evaluated through interviews of the emergency organization following the exercise and adopted into an After Action Report (AAR). Revisions will be made to the appropriate plans based on the AAR findings.

### **C. HSEEP Compliance and Plan Improvement**

The GHS/OCD is compliant with the requirements of the Homeland Security Exercise and Evaluation Program (HSEEP), which is a capabilities and performance-based exercise program that provides a standardized policy, methodology, and terminology for exercise design, development, conduct, evaluation, and improvement planning. HSEEP compliance is defined as adherence to specific processes and practices for exercise program management and exercise design, development, conduct, evaluation, and improvement planning. The GHS/OCD complies with the four HSEEP performance requirements. These requirements are as follows:

1. Conduct an annual Training and Exercise Planning Workshop and maintain a Multiyear Training and Exercise Plan.
2. Plan and conduct exercises in accordance with the guidelines set forth in HSEEP policy.
3. Develop and submit properly formatted After Action Report/Improvement Plans (AAR/IP) to HSEEP and Lessons Learned Information Sharing (LLIS).
4. Track and implement corrective actions identified in the AAR/IP.

### **D. Plan Review**

A review of the GUAM CEMP is conducted annually in cooperation with EOC ESF team member agencies, volunteer groups, NGOs, private sector partners and other associates. Changes in procedures, lessons learned from previous EOC activations, identification of improved capabilities, and deficiencies for corrective action guide any necessary revisions to the plan.

## **VIII. LEGAL CONSIDERATIONS**

### **A. Compliance with the Americans with Disabilities Act and other Laws or Guidelines for Functional Needs Support Services (FNSS)**

The Americans with Disabilities Act (ADA) of 1990 is incorporated into emergency preparedness plans. This law prohibits discrimination on the basis of disability. A best practice used to effectively address the needs of persons with disabilities or access and functional needs in emergency preparedness plans is establishing a process to pre-identify resources which may be used to fulfill requests from these individuals for reasonable accommodations they may need in emergency situations.

Functional Needs Support Services (FNSS) are defined as services that enable children and adults with or without disabilities who have access and functional needs to maintain their health, safety, and independence in a general population shelter. This may include personal assistance services (PAS), durable medical equipment (DME), consumable medical supplies (CMS), and reasonable modification to common practices, policies and procedures. Individuals requiring FNSS may have sensory, physical, mental health,

cognitive and/or intellectual disabilities affecting their capability to function independently without assistance. Additionally, the elderly, women in the late stages of pregnancy, and individuals requiring communication assistance and bariatric support may also benefit from FNSS.

On July 22, 2004, Executive Order 13347 was issued (Individuals with Disabilities in Emergency Preparedness), directing the federal government to work together with territorial, local and tribal governments, as well as private organizations, to appropriately address the safety and security needs of people with disabilities.

The Government of Guam will make every effort to comply with Title II of the Americans with Disabilities Act (ADA) and other applicable laws related to emergency and disaster-related programs, services and activities for individuals with disabilities and access and functional needs.

## **IX. REFERENCES AND AUTHORITIES**

The following references and authorities may be consulted for further advice and guidance. Other than those references and authorities that have the inherent force and effect of law, this Plan is not intended to incorporate them by reference.

### **A. Laws**

#### **1. Guam Statutes**

- Guam Code Ann. Tit. 10 Chapter 65
- Guam Civil Defense Act of 1951;
- Organic Act of Guam, as amended and related statutes, Chapter 8A-Guam-Title-48 U.S.C.A. 1422;
- Public Law 98-288, Disaster Relief Act of 1974;
- Guam Government Code 8501-8515 (Public Law 1-21);
- Guam Government Code 62020;
- Guam Government Code 40400.

#### **2. Federal Statutes**

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, which provides authority for response and recovery assistance under the Federal Response Plan, which empowers the President to direct any federal agency to utilize its authorities and resources in support of state and local assistance efforts.
- Public Law 106-390, Disaster Mitigation Act of 2000, to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the federal costs of disaster assistance, and for other purposes.
- The National Strategy for Homeland Security, July 16, 2002.
- Price-Anderson Amendments Act of 1988, Public Law 100-408, as amended.
- Emergency Management Assistance Compact, Public Law 104-321.
- Public Law 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 U.S.C. 101-557 and in other scattered sections of the U.S.C.), established the

Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism.

- The Americans with Disabilities Act (ADA) of 1990.
- 16 U.S.C. 3501, et seq, Coastal Barrier Resources Act.
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended by the Flood Insurance Reform Act of 1994, 42 U.S.C. 4001, et seq, provides insurance coverage for all types of buildings.
- Public Law 99-499, Superfund Amendments and Re-authorization Act of 1986, Part III, the Emergency Planning and Community Right-to-Know Act of 1986, 42 U.S.C. 11001, et seq, which governs hazardous materials planning and community right-to-know.
- Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- Public Law 95-510, 42 U.S.C. 9601, et seq, the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
- Public Law 101-549, Clean Air Act Amendments of 1990, which provide for reductions in hazardous air pollutants and risk management planning requirements.
- Public Law 85-256, Price-Anderson Act, 42 U.S.C. 2210, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Public Law 84-99, 33 U.S.C. 701n, Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
- Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
- Public Law 89-665, 16 U.S.C. 470, et seq, National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- Stewart B. McKinney Homeless Assistance Act, 42 U.S.C. 11331-11352, Federal Emergency Management Food and Shelter Program.
- National Flood Insurance Act of 1968, 42 U.S.C. 4101, et seq, as amended by the National Flood Insurance Reform Act of 1994 (Title V of Public Law 103-325).
- Regal Community Development and Regulatory Improvement Act of 1994.
- Public Law 833-703, an amendment to the Atomic Energy Act of 1954.

## **B. Administrative Rules**

### **Code of Federal Regulations**

- 28 CFR Part 35 – Nondiscrimination on the Basis of Disability in State and Local Government Services.
- 44 CFR Part 10 -- Environmental Considerations.
- 44 CFR Part 13 -- Uniform Administrative Requirements for Grants & Cooperative Agreements.
- 44 CFR Part 14 -- Audits of State and Local Governments.
- 44 CFR Part 59-76 --National Flood Insurance Program and related programs.
- 44 CFR Part 201 – Mitigation Planning.

- 44 CFR Part 204 – Fire Management Assistance Grant Program.
- 44 CFR Part 206 -- Federal Disaster Assistance for Disasters Declared after Nov. 23, 1988.
- 44 CFR Part 208 – National Urban Search and Rescue Response System.
- 44 CFR Part 209 – Supplemental Property Acquisition and Elevation Assistance.
- 44 CFR Part 350 – Review and Approval of State & Local Radiological Emergency Plans.
- 44 CFR Part 351 – Radiological Emergency Planning and Preparedness.
- 44 CFR Part 352 – Commercial Nuclear Power Plants: Emergency Preparedness Planning.
- 44 CFR Part 353 – Fee for Services in Support, Review and Approval of State and Local Government or Licensee Radiological Emergency Plans and Preparedness.
- 44 CFR Part 360 – State Assistance Programs for Training and Education in Comprehensive Emergency Management.
- 44 CFR Part 361 – National Earthquake Hazards Reduction Assistance to State & Local Governments.

## **C. Executive Orders**

### **Federal**

- Homeland Security Presidential Directive 3: Homeland Security Advisory System.
- Homeland Security Presidential Directive 5: Management of Domestic Incidents.
- Homeland Security Presidential Directive 7: Critical Infrastructure Identification, Prioritization, and Protection.
- Presidential Policy Directive 8: National Preparedness.
- Presidential Decision Directive 39, United States Policy on Counter Terrorism.
- Executive Order 11988, Flood Plain Management.
- Executive Order 11990, Protection of Wetlands.
- Executive Order 12656, Assignment of Emergency Preparedness Responsibilities.
- Executive Order 12241, transferring review and concurrence responsibility for state plans from the NRC to FEMA.

## **D. Supporting Plans and Procedures**

- Guam Continuity of Operations Plan
- Guam Emergency Operations Plan
- Guam Hazard Mitigation Plan
- Guam Tactical Interoperable Communications Plan

## **E. Supporting Annexes**

- Emergency Support Function Annex
- Guam Homeland Security/Office Of Civil Defense - Emergency Operations Center Continuity Of Operations (COOP) Annex

- Tropical Cyclone Response Annex
- Tsunami Response Annex
- Terrorism / Weapons of Mass Destruction (WMD) Response Annex
- Aviation Incident/Accident Response Annex
- Pandemic Response Annex
- The Emergency Support Function Standard Operating Guidelines

## ACRONYMS

AAR	After Action Report
ACAMS	Automated Critical Assessment Management System
ADA	Americans with Disabilities Act
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
CEMP	Comprehensive Emergency Management Plan
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
C.F.R.	Code of Federal Regulations
CIKR	Critical Infrastructure / Key Resources
CIR	Critical Information Requirements
CMS	Consumable Medical Supplies
CNMI	Commonwealth of the Northern Mariana Islands
COG	Continuity of Government
COOP	Continuity of Operations
COP	Common Operating Picture
CMRS	Commercial Mobile Radio Services
DCO	Defense Coordinating Officer
DHS	Department of Homeland Security
DME	Durable Medical Equipment
DOAg	Guam Department of Agriculture
DPHSS	Guam Public Health & Social Services
DPW	Department of Public Works
DRC	Disaster Recovery Center
EAS	Emergency Alert System
EEl	Essential Elements of Information
EIDL	Economic Injury Disaster Loan
EMAC	Emergency Management Assistance Compact
EMI	Emergency Management Institute
EMS	Emergency Medical Services
EOC	Emergency Operations Center
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FNSS	Functional Needs Support Services
FMAP	Flood Mitigation Assistance Program
GAR	Governor's Authorized Representative
GBHWC	Guam Behavioral Health and Wellness Center
G.C.A.	Guam Code Annotated
GCP	Guam Catastrophic Planning
GEDA	Guam Economic Development Authority
GEOC	Guam Emergency Operations Center
GERP	Guam Emergency Response Plan
GFD	Guam Fire Department
GHRA	Guam Hotel and Restaurant Association
GHS/OCD	Guam Homeland Security/Office of Civil Defense
GHURA	Guam Housing and Urban Renewal Agency
GIAA	Guam International Airport Authority
GIS	Geographic Information System

GMT	Greenwich Mean Time (also represented as Z, Zulu and UTC)
GMHA	Guam Memorial Hospital Authority
GPA	Guam Power Authority
GPD	Guam Police Department
GSA	Guam Department of Administration / General Services Administration
GSM	Global System for Mobile Communications
GTA	Incumbent Local Exchange Carrier (GTA)/Guam
GUNG	Guam National Guard
GVB	Guam Visitors Bureau
GWA	Guam Waterworks Authority
HF	High Frequency
HMGP	Hazard Mitigation Grant Program
HMTUSA	Hazardous Materials Transportation Uniform Safety Act
HSEEP	Homeland Security Exercise and Evaluation Program
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Command
ICS	Incident Command System
IMAT	Incident Management Assistance Team
IP	Improvement Plan
IPS	Integrated Planning System
IRIS	Immediate Response Information System
JFO	Joint Field Office
JIC	Joint Information Center
JRM	Joint Region Marianas
JRSOI	Joint Reception, Staging, Onward Movement and Integration
LLIS	Lessons Learned Information Sharing
LSA	Logistical Staging Area
JTWC	Joint Typhoon Warning Center
MAA	Mutual Aid Agreement
MCOG	Mayor's Council of Guam
MT	Management Team
MRFC	Marianas Regional Fusion Center
NERR	National Emergency Resource Registry
NFIP	National Flood Insurance Program
NGO	Non-Governmental Organization
NGS	National Geodetic Survey (NOAA)
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NWS	National Weather Service
NWWS	NOAA Weather Wire Service
ONA	Other Needs Assistance
PA	Public Assistance
PAS	Personal Assistance Services
PDA	Preliminary Damage Assessment
PL	Public Law
POD	Point of Distribution
PPD-8	Presidential Preparedness Directive 8
PSA	Protective Service Advisor
PTWC	Pacific Tsunami Warning Center
PW	Project Worksheet
RAC	Response Activity Coordinator



RACES	Radio Amateur Civil Emergency Services
RCMP	Residential Construction Mitigation Program
RFI	Request for Information
SBA	Small Business Administration
TAC-SAT	Tactical Satellite Communications
TAG	The Adjutant General (National Guard)
TCO	Territory Coordinating Officer
TDRC	Territory Disaster Recovery Coordinator
UC	Unified Command
UCG	Unified Coordination Group
UO	Unexpected Occurrence
U.S.C.	United States Code
U.S.C.A.	United States Code Annotated
USCG	U.S. Coast Guard
USNG	U.S. National Grid
USPACOM	U.S. Pacific Area Command
UTC	Universal Time Coordinate (also represented as GMT, Z, and Zulu)
VSA	Village Staging Area
VSAT	Very Small Aperture Terminal
WFO	Weather Forecast Office