

I Mina'trentai Ocho Na Liheslaturan Guåhan
BILL STATUS

BILL NO.	SPONSOR	TITLE	DATE INTRODUCED	DATE REFERRED	CMTE REFERRED	FISCAL NOTES	PUBLIC HEARING DATE	DATE COMMITTEE REPORT FILED	NOTES
66-38 (COR)	Frank F. Blas, Jr.	AN ACT TO <i>ADD</i> A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN.	2/19/25 4:53 p.m.	2/26/25	Committee on Public Safety, Emergency Management, and Guam National Guard.	Request: 2/26/25 3/7/25	3/20/25 1:00 p.m.	4/24/25 As Amended.	



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

April 17, 2025

The Honorable Frank F. Blas, Jr.

Speaker

I Mina'trentai Ocho na Liheslaturan Guåhan

163 Chalan Santo Papa

Hagåtña, Guam 96910

VIA: The Honorable V. Anthony Ada
Chairperson, Committee on Rules

RE: Committee Report on Bill No. 66-38 (COR), As Amended by the Committee on Public Safety, Emergency Management, and Guam National Guard

Håfa Adai Speaker Blas:

Transmitted herewith is the Committee Report on Bill No. 66-38 (COR) - As Amended by the Committee on Public Safety, Emergency Management, and Guam National Guard – **AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN.**

Committee votes are as follows:

 5 TO DO PASS

 TO NOT PASS

 TO REPORT OUT ONLY

 TO ABSTAIN

 TO PLACE IN INACTIVE FILE



COMMITTEE ON RULES

RECEIVED:

April 17, 2025 4:42 p.m.
Marie Crisostomo

Sincerely,

SHAWN GUMATAOTAO

Chairman

Committee on Public Safety, Emergency Management, and Guam National Guard

120 Father Duenas Avenue, Capitol Plaza Building, Suite 103, Hagåtña, Guam 96910

Phone: (671) 647-1409, (671) 647-1411 • email: office.senatorshawn@guamlegislature.gov



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

COMMITTEE REPORT

BILL NO. 66-38 (COR), AS AMENDED BY THE COMMITTEE ON PUBLIC SAFETY, EMERGENCY MANAGEMENT, AND GUAM NATIONAL GUARD, SPEAKER FRANK F. BLAS, JR: AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN.



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | I Mina'trentai Ocho Na Liheslaturan Guåhan

April 16, 2025

MEMORANDUM

To: Members of the Committee on Public Safety, Emergency Management, and Guam National Guard

From: Chairman Shawn Gumataotao

Subject: Committee Report on Bill No. 66-38 (COR), As Amended by the Committee on Public Safety, Emergency Management, and Guam National Guard

Håfa Adai:

Transmitted herewith for your consideration is the Committee Report on Bill No. 66-38 (COR) - As Amended by the Committee on Public Safety, Emergency Management, and Guam National Guard - **AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN.**

This report includes the following:

- Copy of COR Referral of Bill No. 66-38 (COR);
- Notices of Public Hearing;
- Copy of the Public Hearing Agenda;
- Public Hearing Sign-in Sheets;
- Copies of Submitted Written Testimony;
- Committee Vote Sheet;
- Committee Report Digest;
- Copy of Bill No. 66-38 (COR), As Introduced;
- Copy of Bill No. 66-38 (COR), As Amended by the Committee;
- Copy of Bill No. 66-38 (COR), As Amended by the Committee (Markup); and,
- Fiscal Note/Fiscal Note Waiver.

Please take the appropriate action on the attached vote sheet.

Your attention to this matter is greatly appreciated. Should you have any questions or concerns, please do not hesitate to contact me.

Sincerely,



SHAWN GUMATAOTAO

Chairman

Committee on Public Safety, Emergency Management, and Guam National Guard

120 Father Duenas Avenue, Capitol Plaza Building, Suite 103, Hagåtña, Guam 96910

Phone: (671) 647-1409, (671) 647-1411 • email: office.senatorshawn@guamlegislature.gov



COMMITTEE ON RULES

Vice Speaker V. Anthony Ada, Chairperson

I Mina'trentai Ocho Na Liheslaturan Guahan

38th Guam Legislature

February 26, 2025

To: Rennae V. C. Meno
Clerk of the Legislature

Attorney Darleen Hiton
Legislative Legal Counsel

From: Vice Speaker V. Anthony Ada 
Chairperson, Committee on Rules

Subject: Referral of Bill No. 66-38 (COR)

Håfa Adai,

As per my authority as Chairperson of the Committee on Rules and subject to §6.01(d)(1), Rule VI of our Standing Rules, I am forwarding the referral of **Bill No. 66-38 (COR)** – Frank F. Blas, Jr. – “AN ACT TO ADD A NEW §65121 TO CHAPTER 65, DIVISION 3 TITLE 10 GUAM CODE ANNOTATED RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN.”

Please ensure that the subject bill is referred to the Committee on Public Safety, Emergency Management, and Guam National Guard chaired by Senator Eulogio Shawn Gumataotao. I also request that the same be forwarded to the Prime Sponsor of the subject bill and to Management Information Services (MIS) for posting on our website

A copy of the bill is available on our legislative website.

Should you have any questions or concerns, please feel free to contact Kamarin Nelson, Committee on Rules Director at 671-472-2461.





Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

First Notice of Public Hearing - Thursday, March 20, 2025, beginning at 1:00 p.m.

3 messages

Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

Thu, Mar 13, 2025 at 9:00 AM

To: phnotice@guamlegislature.gov

Bcc: "Speaker Frank Blas Jr." <speakerblas@guamlegislature.gov>, "vicespeakertonyada@guamlegislature.gov"

<vicespeakertonyada@guamlegislature.gov>, "office.senatorbri@guamlegislature.gov"

<office.senatorbri@guamlegislature.gov>, "senator.duenas@guamlegislature.gov" <senator.duenas@guamlegislature.gov>,

Jesse Lujan <senator.lujan@guamlegislature.gov>, "officeofsenatorshellycalvo@guamlegislature.gov"

<officeofsenatorshellycalvo@guamlegislature.gov>, "senatortelot@gmail.com" <senatortelot@gmail.com>,

office.senatorborja@guamlegislature.gov, Office of Senator Borja <contact@senatorvinceborja.com>, Senator Vince Borja

<vince.borja@guamlegislature.gov>, "senatorjoessanagustin@gmail.com" <senatorjoessanagustin@gmail.com>,

"malafunkshun@guamlegislature.gov" <malafunkshun@guamlegislature.gov>, "senator.perez@guamlegislature.gov"

<senator.perez@guamlegislature.gov>, Senator Tina Muna Barnes <senator.munabarnes@guamlegislature.gov>,

"senator.parkinson@guamlegislature.gov" <senator.parkinson@guamlegislature.gov>, "senatorterlajeguam@gmail.com"

<senatorterlajeguam@gmail.com>, joann.camacho@guamlegislature.gov, clerks@guamlegislature.gov,

legislativecounsel@guamlegislature.gov, Ed Pocaigue <sgtarms@guamlegislature.gov>, news@guampdn.com,

publisher@glimpesofguam.com, publisher@pacificislandtimes.com, reporters@postguam.com, newsdirector@kuam.com,

reporters@kuam.com, Troy Torres <troy@kanditnews.com>, news@kanditnews.com, raygibsonradio@gmail.com,

context@pasquines.us, guamwebsites@gmail.com, managingeditor@glimpesofguam.com, editor@glimpesofguam.com,

reporter2@glimpesofguam.com, kyle@power98.com, patti@thewave105.com, dice@power98.com, reese@power98.com,

marc@postguam.com, fparedes@edisonresearch.com, dick.sheffield@abc.com, ready@guamwebz.com,

thomas.manglona@marianaspress.com, local@bayareanewsgroup.com, local@bakersfield.com, runner@csu.edu,

jimk@ebpublishing.com, tritonscalluog@gmail.com, nestor@postguam.com

FOR IMMEDIATE RELEASE

March 13, 2025

MEMORANDUM

To: **All Senators, Stakeholders, Media**

From: **Senator Shawn Gumataotao**

Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard

Subject: **First Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.**

Buenas yan Håfa adai! Please be advised that the Committee on Public Safety, Emergency Management, and Guam National Guard will conduct a Public Hearing on **Thursday, March 20, 2025, beginning at 1:00 p.m.** in the Public Hearing Room of the Guam Congress Building in Hagåtña. The agenda will include the following discussion item:

- **Bill No. 66-38 (COR)** by Speaker Frank F. Blas, Jr., which is *"AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN."*

Watch Live

The Public Hearing will broadcast on local television, GTA Channel 21, Docomo Channel 117 and stream online via I Liheslaturan Guåhan's live feed. A recording of the hearing will be available online via Guam Legislature Media on YouTube after the hearing.

How to Participate

If you are interested in participating in the Public Hearing to provide testimony, please contact the Office of Senator Shawn Gumataotao at (671) 647-1409/1411 or via email at office.senatorshawn@guamlegislature.gov no later than Tuesday, March 18, 2025, for further guidance.

If written testimonies are to be presented at the Public Hearing, the Committee requests that copies be submitted prior to the hearing date and they should be addressed to Senator Shawn Gumataotao, Chairman of the Committee. Testimonies may be submitted via Senator Gumataotao's mailbox located at the Guam Congress Building in Hagåtña or via email to the Office of Senator Shawn Gumataotao at the aforementioned address.

Special Accommodations

Individuals requiring special accommodations, auxiliary aids or services are asked to submit their request to Ms. Diana Topasna at the Office of Senator Shawn Gumataotao at (671) 647-1409/1411, 120 Father Duenas Avenue Capitol Plaza Building, Suite 103, Hagåtña, Guam 96910, or via email at office.senatorshawn@guamlegislature.gov.

Si Yu'os Ma'åse'!

--

Office of Senator Eulogio Shawn Gumataotao
Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard
38th Guam Legislature
120 Father Duenas Avenue Capitol Plaza Building, Suite 103, Hagåtña, Guam 96910
(671) 647-1409/1411

2 attachments



First Notice of 3.20.25 Public Hearing on Bill 66-38 (COR).pdf
231K



Bill No. 66-38 (COR) fbj FCR.pdf
361K

Mail Delivery Subsystem <mailer-daemon@googlemail.com>
To: office.senatorshawn@guamlegislature.gov

Thu, Mar 13, 2025 at 9:00 AM



Address not found

Your message wasn't delivered to **office.senatorborja@legislature.gov** because the domain legislature.gov couldn't be found. Check for typos or unnecessary spaces and try again.

[LEARN MORE](#)

The response was:

DNS Error: DNS type 'mx' lookup of legislature.gov responded with code NXDOMAIN Domain name not found: legislature.gov For more information, go to <https://support.google.com/mail/?p=BadRcptDomain>

Final-Recipient: rfc822; office.senatorborja@legislature.gov

Action: failed

Status: 5.1.2

Diagnostic-Code: smtp; DNS Error: DNS type 'mx' lookup of legislature.gov responded with code NXDOMAIN

Domain name not found: legislature.gov For more information, go to <https://support.google.com/mail/?p=BadRcptDomain>

Last-Attempt-Date: Wed, 12 Mar 2025 16:00:43 -0700 (PDT)

----- Forwarded message -----

From: Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

To: phnotice@guamlegislature.gov

Cc:

Bcc: office.senatorborja@legislature.gov

Date: Thu, 13 Mar 2025 09:00:00 +1000

Subject: First Notice of Public Hearing - Thursday, March 20, 2025, beginning at 1:00 p.m.

----- Message truncated -----

Ed Pocaigue <sgtarms@guamlegislature.gov>

Thu, Mar 13, 2025 at 9:46 AM

To: Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

Hafa adai and noted.

[Quoted text hidden]

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"Disclaimer: This message is intended only for the use of the individual or entity to which it is addressed and may contain information which is privileged, confidential, proprietary, or exempt from disclosure under applicable law. If you are not the intended recipient or the individual responsible for delivering the message to the intended recipient, you are strictly prohibited from disclosing, distributing, copying, or in any way using this message. If you have received this communication in error, please notify the sender and immediately delete any copies you may have received. Thank you."



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media

From: Senator Shawn Gumataotao
Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard

Subject: **First Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.**

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- **Bill No. 66-38 (COR)** by Speaker Frank F. Blas, Jr., which is *"AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN."*

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How to Participate

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If written testimonies are to be presented at the Public Hearing, the Committee requests that copies be submitted prior to the hearing date and they should be addressed to Senator Shawn Gumataotao, Chairman of the Committee. Testimonies may be submitted via Senator Gumataotao's mailbox located at the Guam Congress Building in Hagåtña or via email to the Office of Senator Shawn Gumataotao at the aforementioned address.

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Si Yu'os Ma'åse'!

First Notice of Public Hearing - Wednesday, March 20, 2025 beginning at 1:00 p.m.

 PRINT

First Notice of Public Hearing - Wednesday, March 20, 2025 beginning at 1:00 p.m.

PUBLIC HEARING

 **Posted on:** 03/13/2025 09:00 AM

 **Posted by:** Diana Topasna

 **Public Hearing Date:** 03/20/2025 01:00 PM

 **Department(s):** GUAM LEGISLATURE (/notices?department_id=92)

 **Division(s):** OFFICE OF SENATOR SHAWN GUMATAOTAO (/notices?division_id=294)

 **Notice Topic(s):** PUBLIC HEARING (/notices?topic_id=74)

 **Types of Notice:** PUBLIC HEARING (/notices?type_id=7)

 **For Audience(s):** PUBLIC (/notices?public=1)

 **Share this notice**



MEMORANDUM

To: All Senators, Stakeholders, Media

From: Senator Shawn Gumataotao

Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard

Subject: **First Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.**

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Si Yu'os Ma'åse'!

INTER-ISLAND COMMUNICATIONS INC.
1868 HALSEY DR.
HAGATNA, GU 96910
(671) 477-7108/9448

KSTO Invoice

Invoice ID: 25030013
Invoice Date: 3/23/2025
Account ID: [REDACTED]
Order ID: 0734-002
Account Rep: Sandy Cruz

Amount Due: \$100.00

Amount Paid: _____

OFFICE OF SENATOR SHAWN GUMATAOTAO

ALL TIMES SHOWN ARE
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Sponsor: Office of Senator Shawn Gumataotao
LIVE READ PSA

Page 1

Date	Time	Length	Description	CopyID / ISCI Code	Cost
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3/13/2025	04:03 PM	:60	Spot	LIVE READ MAR 20 PH PSA	[Package]
3/18/2025	07:47 AM	:60	Spot	LIVE READ MAR 20 PH PSA	[Package]
3/18/2025	03:47 PM	:60	Spot	LIVE READ MAR 20 PH PSA	[Package]
3/23/2025			Package		100.00
4 Total Items				Total Cost:	100.00

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Amount Due: **100.00**

Second Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.3 messages

Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>Tue, Mar 18, 2025 at 9:00
AM

To: phnotice@guamlegislature.gov

Bcc: "Speaker Frank Blas Jr." <speakerblas@guamlegislature.gov>, "vicespeakertonyada@guamlegislature.gov"

<vicespeakertonyada@guamlegislature.gov>, "office.senatorbri@guamlegislature.gov"

<office.senatorbri@guamlegislature.gov>, "senator.duenas@guamlegislature.gov" <senator.duenas@guamlegislature.gov>,

Jesse Lujan <senator.lujan@guamlegislature.gov>, "officeofsenatorshellycalvo@guamlegislature.gov"

<officeofsenatorshellycalvo@guamlegislature.gov>, "senatortelot@gmail.com" <senatortelot@gmail.com>,

office.senatorborja@guamlegislature.gov, Office of Senator Borja <contact@senatorvinceborja.com>, Senator Vince Borja

<vince.borja@guamlegislature.gov>, "senatorjoessanagustin@gmail.com" <senatorjoessanagustin@gmail.com>,

"malafunkshun@guamlegislature.gov" <malafunkshun@guamlegislature.gov>, "senator.perez@guamlegislature.gov"

<senator.perez@guamlegislature.gov>, Senator Tina Muna Barnes <senator.munabarnes@guamlegislature.gov>,

"senator.parkinson@guamlegislature.gov" <senator.parkinson@guamlegislature.gov>, "senatorterlajeguam@gmail.com"

<senatorterlajeguam@gmail.com>, joann.camacho@guamlegislature.gov, clerks@guamlegislature.gov,

legislativecounsel@guamlegislature.gov, Ed Pocaigue <sgtarms@guamlegislature.gov>, news@guampdn.com,

publisher@glimpesofguam.com, publisher@pacificislandtimes.com, reporters@postguam.com, newsdirector@kuam.com,

reporters@kuam.com, Troy Torres <troy@kanditnews.com>, news@kanditnews.com, raygibsonradio@gmail.com,

context@pasquines.us, guamwebsites@gmail.com, managingeditor@glimpesofguam.com, editor@glimpesofguam.com,

reporter2@glimpesofguam.com, kyle@power98.com, patti@thewave105.com, dice@power98.com, reese@power98.com,

marc@postguam.com, fparedes@edisonresearch.com, dick.sheffield@abc.com, nlicanto@guampdn.com,

ready@guamwebz.com, thomas.manglona@marianaspress.com, local@bayareanewsgroup.com, local@bakersfield.com,

runner@csu.edu, jimk@ebpublishing.com, tritonscalluog@gmail.com, nestor@postguam.com

FOR IMMEDIATE RELEASE

March 18, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media

From: Senator Shawn Gumataotao

Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard

Subject: **Second Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.**

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Si Yu'os Ma'åse'!

--

Office of Senator Eulogio Shawn Gumataotao
Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard
38th Guam Legislature
120 Father Duenas Avenue Capitol Plaza Building, Suite 103, Hagåtña, Guam 96910
(671) 647-1409/1411

2 attachments



3.18.25 Second Notice of Public Hearing - Bill 66-38 (COR).pdf
229K



Bill No. 66-38 (COR) fbj FCR.pdf
361K

Mail Delivery Subsystem <mailer-daemon@googlemail.com>
To: office.senatorshawn@guamlegislature.gov

Tue, Mar 18, 2025 at 9:01 AM



Address not found

Your message wasn't delivered to **office.senatorborja@legislature.gov** because the domain legislature.gov couldn't be found. Check for typos or unnecessary spaces and try again.

[LEARN MORE](#)

The response was:

DNS Error: DNS type 'mx' lookup of legislature.gov responded with code NXDOMAIN Domain name not found: legislature.gov For more information, go to <https://support.google.com/mail/?p=BadRcptDomain>

Final-Recipient: rfc822; office.senatorborja@legislature.gov

Action: failed

Status: 5.1.2

Diagnostic-Code: smtp; DNS Error: DNS type 'mx' lookup of legislature.gov responded with code NXDOMAIN

Domain name not found: legislature.gov For more information, go to <https://support.google.com/mail/?p=BadRcptDomain>

Last-Attempt-Date: Mon, 17 Mar 2025 16:01:00 -0700 (PDT)

----- Forwarded message -----

From: Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

To: phnotice@guamlegislature.gov

Cc:

Bcc: office.senatorborja@legislature.gov

Date: Tue, 18 Mar 2025 09:00:00 +1000

Subject: Second Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.

----- Message truncated -----

Mail Delivery Subsystem <mailer-daemon@googlemail.com>

Tue, Mar 18, 2025 at 9:01 AM

To: office.senatorshawn@guamlegislature.gov



Address not found

Your message wasn't delivered to nlicanto@guampdn.com because the address couldn't be found, or is unable to receive mail.

The response from the remote server was:

550 5.4.1 Recipient address rejected: Access denied. [CH2PEPF00000141.namprd02.prod.outlook.com 2025-03-17T23:01:01.469Z 08DD655376E910B9]

Final-Recipient: rfc822; nlicanto@guampdn.com

Action: failed

Status: 5.4.1

Remote-MTA: dns; guampdn-com.mail.protection.outlook.com. (52.101.194.19, the server for the domain guampdn.com.)

Diagnostic-Code: smtp; 550 5.4.1 Recipient address rejected: Access denied. [CH2PEPF00000141.namprd02.

prod.outlook.com 2025-03-17T23:01:01.469Z 08DD655376E910B9]
Last-Attempt-Date: Mon, 17 Mar 2025 16:01:01 -0700 (PDT)

----- Forwarded message -----

From: Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

To: phnotice@guamlegislature.gov

Cc:

Bcc: nlicanto@guampdn.com

Date: Tue, 18 Mar 2025 09:00:00 +1000

Subject: Second Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.

----- Message truncated -----



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 18, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media

From: Senator Shawn Gumataotao
Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard

Subject: **Second Notice of Public Hearing – Thursday, March 20, 2025, beginning at 1:00 p.m.**

Buenas yan Håfa adai! Please be advised that the Committee on Public Safety, Emergency Management, and Guam National Guard will conduct a Public Hearing on **Thursday, March 20, 2025, beginning at 1:00 p.m.** in the Public Hearing Room of the Guam Congress Building in Hagåtña. The agenda will include the following discussion item:

- **Bill No. 66-38 (COR)** by Speaker Frank F. Blas, Jr., which is *"AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN."*

Watch Live

The Public Hearing will broadcast on local television, GTA Channel 21, Docomo Channel 117 and stream online via I Liheslaturan Guåhan's live feed.

A recording of the hearing will be available online via Guam Legislature Media on YouTube after the hearing.

How to Participate

If you are interested in participating in the Public Hearing to provide testimony, please contact the Office of Senator Shawn Gumataotao at (671) 647-1409/1411 or via email at office.senatorshawn@guamlegislature.gov no later than Tuesday, March 18, 2025, for further guidance.

If written testimonies are to be presented at the Public Hearing, the Committee requests that copies be submitted prior to the hearing date and they should be addressed to Senator Shawn Gumataotao, Chairman of the Committee. Testimonies may be submitted via Senator Gumataotao's mailbox located at the Guam Congress Building in Hagåtña or via email to the Office of Senator Shawn Gumataotao at the aforementioned address.

Special Accommodations

Individuals requiring special accommodations, auxiliary aids or services are asked to submit their request to Ms. Diana Topasna at the Office of Senator Shawn Gumataotao at (671) 647-1409/1411, 120 Father Duenas Avenue Capitol Plaza Building, Suite 103, Hagåtña, Guam 96910, or via email at office.senatorshawn@guamlegislature.gov.

Si Yu'os Ma'åse'!

Second Notice of Public Hearing - Thursday, March 20, 2025 beginning at 1:00 p.m.

 PRINT

Second Notice of Public Hearing - Thursday, March 20, 2025 beginning at 1:00 p.m.

PUBLIC HEARING



 **Posted on:** 03/18/2025 09:00 AM

 **Posted by:** Diana Topasna

 **Department(s):** GUAM LEGISLATURE (/notices?department_id=92)

 **Division(s):** OFFICE OF SENATOR SHAWN GUMATAOTAO (/notices?division_id=294)

 **Notice Topic(s):** PUBLIC HEARING (/notices?topic_id=74)

 **Types of Notice:** PUBLIC HEARING (/notices?type_id=7)

 **For Audience(s):** PUBLIC (/notices?public=1)

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March 18, 2025

MEMORANDUM

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Chairman, Committee on Public Safety, Emergency Management, and
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Si Yu'os Ma'åse'!

INTER-ISLAND COMMUNICATIONS INC.
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KISH Invoice

Invoice ID: 25030014
Invoice Date: 3/23/2025
Account ID: XXXXXXXXXX
Order ID: 0734-002
Account Rep: Sandy Cruz

Amount Due: \$100.00

Amount Paid: _____

OFFICE OF SENATOR SHAWN GUMATAOTAO

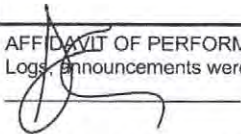
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Page 1

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3/13/2025	03:18 PM	:60	Spot	LIVE READ MAR 20 PH PSA	[Package]
3/18/2025	07:18 AM	:60	Spot	LIVE READ MAR 20 PH PSA	[Package]
3/18/2025	05:18 PM	:60	Spot	LIVE READ MAR 20 PH PSA	[Package]
3/23/2025			Package		100.00
4 Total Items				Total Cost:	100.00

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OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

Major General (GU, Ret.) Esther Aguigui
Homeland Security Advisor
Guam Homeland Security
Sent via: esther.aguigui@ghs.guam.gov

Subject: Public Hearing on Bill No. 66-38 (COR)

Håfa adai Homeland Security Advisor Aguigui, 

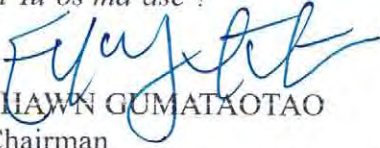
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The Committee on Public Safety, Emergency Management, and Guam National Guard invites you to participate in the public hearing.

Please contact my office at the number provided below or via email at office.senatorshawn@guamlegislature.gov should you have any questions.

Si Yu'os ma'åse'!


SHAWN GUMATAOTAO
Chairman

Committee on Public Safety, Emergency Management, and Guam National Guard

Attachments: Notice of 3.20.25 Public Hearing
Bill No. 66-38 (COR)



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

Mr. Charles Esteves
Administrator
Office of Civil Defense
Sent via: charles.esteves@ghs.guam.gov

Subject: Public Hearing on Bill No. 66-38 (COR)

Håfa adai Administrator Esteves, *CHWdk*

Please be informed that a public hearing on the bill referenced above is scheduled for Thursday, March 20, 2025, at 1:00 p.m. in the Public Hearing Room of the Guam Congress Building in Hagåtña.

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SHAWN GUMATAOTAO
Chairman

Committee on Public Safety, Emergency Management, and Guam National Guard

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Bill No. 66-38 (COR)



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

Mr. Stephen Ignacio
Chief
Guam Police Department
Sent via: stephen.ignacio@gpd.guam.gov

Subject: Public Hearing on Bill No. 66-38 (COR)

Håfa adai Chief Ignacio,

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Committee on Public Safety, Emergency Management, and Guam National Guard

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OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

Ms. Joy Jean Arceo
Executive Director
Mayors Council of Guam
Sent via: joyjean.arceo@mcog.guam.gov

Subject: Public Hearing on Bill No. 66-38 (COR)

Håfa adai Executive Director Arceo,

Please be informed that a public hearing on the bill referenced above is scheduled for Thursday, March 20, 2025, at 1:00 p.m. in the Public Hearing Room of the Guam Congress Building in Hagåtña.

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SHAWN GUMATAOTAO
Chairman

Committee on Public Safety, Emergency Management, and Guam National Guard

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Bill No. 66-38 (COR)



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

Mr. Jon Junior Calvo
Chief of Staff
Office of the Governor of Guam
Sent via: jon.calvo@guam.gov

Subject: Public Hearing on Bill No. 66-38 (COR)

Håfa adai Chief of Staff Calvo, 

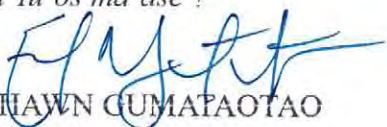
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Si Yu'os ma'åse'!


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Committee on Public Safety, Emergency Management, and Guam National Guard

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Bill No. 66-38 (COR)



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

Mr. Daren D. Burrier
Fire Chief
Guam Fire Department
Sent via: daren.burrier@gfd.guam.gov

Subject: Public Hearing on Bill No. 66-38 (COR)

Håfa adai Chief Burrier,

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Please contact my office at the number provided below or via email at office.senatorshawn@guamlegislature.gov should you have any questions.

Si Yu'os ma'åse'!

SHAWN GUMATAOTAO
Chairman

Committee on Public Safety, Emergency Management, and Guam National Guard

Attachments: Notice of 3.20.25 Public Hearing
Bill No. 66-38 (COR)



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

March 13, 2025

Brigadier General Michael W. Cruz
Adjutant General
Guam National Guard
Sent via: michael.w.cruz4mil@army.mil

Subject: Public Hearing on Bill No. 66-38 (COR)

Håfa adai Brigadier General Cruz,

Please be informed that a public hearing on the bill referenced above is scheduled for Thursday, March 20, 2025, at 1:00 p.m. in the Public Hearing Room of the Guam Congress Building in Hagåtña.

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Committee on Public Safety, Emergency Management, and Guam National Guard

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OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

Committee on Public Safety, Emergency Management, and Guam National Guard

Public Hearing
Public Hearing Room, Guam Congress Building
Thursday, March 20, 2025, 1:00 p.m.

AGENDA

- I. Call to Order**
- II. Opening Remarks/Housekeeping**
- III. Public Comment Section:**
Bill No. 66-38 (COR) – Frank F. Blas Jr.

“AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN.”

- IV. Question-and-Answer Section**
- V. Closing Remarks**
- VI. Adjournment**



Office of Senator

SENATOR EULOGIO SHAWN GUMATAOTAO

Chairman

Committee on Public Safety, Emergency Management, and Guam National Guard

I Mina'trentai Ocho na Liheslaturan Guåhan • 38th Guam Legislature

PUBLIC HEARING ON BILL 66-38

*"AN ACT TO ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED,
RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP)
AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN."*

Thursday, March 20, 2025 1:00 p.m.

Public Hearing Room, Guam Congress Building

SIGN-IN SHEET

NAME	AGENCY OR ORGANIZATION (IF ANY)	Please indicate with √		Contact Number	Email Address	Support	Oppose
		Written	Oral				
Esther Aguigui	Advisor, Guam Homeland Security		√			√	
Lucia R. Perez	Support Staff, GHS/OCD					√	
Jenna G. Blas	PIO, GHS/OCD		√			√	

**Certified by the Office of Senator Eulogio Shawn Gumataotao*



Lourdes A. Leon Guerrero
Governor
Joshua F. Tenorio
Lieutenant Governor

**GUAM HOMELAND SECURITY/OFFICE OF CIVIL
DEFENSE**

Uffisinaan Securitad Tano' Guahan/Uffisinaan Difensia Sibet
221-B Chalan Palasyo, Agana Heights, Guam 96910
Tel: (671) 475-9600 / Fax: (671) 477-3727
www.ghs.guam.gov



Esther JC Aguigui
Homeland Security Advisor
Charles V. Esteves
Administrator

March 20, 2025

38th Guam Legislature
I Mina'trentai Ocho Na Liheslaturan Guahan
120 Father Duenas Avenue
Capitol Plaza Building, Suite 103
Hagåtña, GU 96910

Dear Mr. Speaker and Honorable Members of *I Liheslaturan Guahan*:

Håfa Adai! Thank you for the opportunity to provide testimony on Bill No. 66-38 (COR), which seeks to codify Guam's emergency management planning framework and require regular plan reviews and exercises. I fully support the intent of this legislation and believe it represents a critical step toward strengthening our island's emergency preparedness posture.

Support for a Unified Approach to Emergency Management

First, I would like to express my full endorsement of the testimony provided by Mr. Charles Esteves, Administrator of the Office of Civil Defense. His recommendations regarding terminology alignment with FEMA guidance, clarification of agency roles, and technical corrections to the bill's language demonstrate the thoughtful expertise that has been the hallmark of his leadership. His suggestions regarding the transition from "GCEMP" to "GEOP" nomenclature and the adoption of NIMS rather than ICS as the framework for multiagency coordination are particularly astute.

As the Governor's Homeland Security Advisor and previous Adjutant General of the Guam National Guard, I have witnessed firsthand the challenges our island faces during emergencies. Typhoon Mawar's devastation in 2023 revealed significant gaps in our emergency response framework that must be addressed through a comprehensive and coordinated approach.

The Need for Agency Role Clarification

While I strongly support the spirit and intent of Bill 66-38, I believe we must take this opportunity to conduct a more thorough evaluation of the homeland security and emergency management structure of our government. The current statutory framework, as outlined in Title 5, Chapter 1, Article 14.1, established the Office of Homeland Security (OHS) with a focus on national security, terrorism, and critical infrastructure protection, while Title 10, Chapter 65 established the Office of Civil Defense (OCD) with a focus on emergency management.

This bifurcated approach, while established with good intentions, has at times led to confusion regarding roles, responsibilities, and authorities during emergencies. As Mr. Esteves correctly noted in his testimony, referring to both agencies interchangeably could create legal and operational confusion.

Strategic Differences: Homeland Security vs. Civil Defense

I would like to offer an unconventional perspective on the strategic differences between homeland security and civil defense functions that may not be immediately apparent but significantly impact the people of Guam.

Homeland Security focuses primarily on preventing threats through intelligence gathering, counterterrorism, and critical infrastructure protection—a forward-leaning posture that seeks to identify and neutralize dangers before they materialize. Civil Defense, by contrast, operates with an acceptance that disasters—whether natural or man-made—will occur and focuses on response, mitigation, and recovery.

This difference is not merely semantic but reflects fundamentally different operational philosophies. The military strategist Carl von Clausewitz distinguished between preparation and planning, noting that "no plan survives first contact with the enemy." In our context, Homeland Security prepares us for known threats, while Civil Defense plans for the unknowable and unexpected.

For the people of Guam, this distinction has profound implications. Our unique geopolitical position in the Pacific places us at the intersection of multiple threat vectors—from natural disasters to potential military conflicts. Our citizens deserve a system where these complementary functions work in harmony rather than competition.

When a resident of Tamuning, Dededo, or Malesso faces an emergency, they don't distinguish between which government agency should respond based on whether the threat was preventable or inevitable. They simply need immediate, coordinated assistance. Our organizational structure should reflect this reality.

A "whole of government" approach to protecting our national security interests and our island and the people who live in this land that we love, would better serve us for now and generations to follow. The artificial separations we create in government often impede the seamless coordination needed during crises. By aligning our homeland security and civil defense functions more harmoniously, we not only improve operational efficiency but honor our deep commitment to protecting this sacred place we call home. This isn't merely about governmental reorganization—it's about ensuring that our love for Guam and its people is reflected in systems designed to protect them with the full measure of our combined capabilities.

Recommendations for Legislative Consideration

I respectfully offer the following recommendations for your consideration:

1. **Comprehensive Review of Statutory Authorities:** I recommend that the Legislature conduct a thorough review of Title 5, Chapter 1, Article 14.1 and Title 10, Chapter 65 to ensure clear delineation of roles, responsibilities, and authorities between OHS and OCD. Such a review should examine whether the current structure optimally serves the needs of our island's comprehensive emergency management program.

2. **Clarification of Homeland Security Advisor Role:** As detailed in §14.104.1 and §14.104.2, the Homeland Security Advisor has significant coordination responsibilities across government entities. I recommend that these sections be evaluated to ensure they complement rather than potentially conflict with the OCD Administrator's statutory responsibilities.
3. **Alignment with Federal Emergency Management Structures:** Our emergency management structures should mirror those at the federal level to facilitate seamless coordination during federally declared disasters. The current division between homeland security and civil defense functions does not always align with federal counterparts, which can complicate disaster response and recovery efforts.
4. **Unified Emergency Management Entity:** Consider whether a unified emergency management entity with clearly defined divisions for homeland security and emergency management functions might better serve our island's needs, similar to models adopted in many states and territories.
5. **Reporting Security Concerns:** I must express concern regarding the reporting requirement in section (c) of the proposed legislation. As written, the bill requires that a report on shortfalls and response gaps be submitted to *I Maga'Hāgan Guāhan* and *I Liheslaturan Guāhan*. Since documents submitted to the Legislature become public records and are typically posted on the Legislative website, this would make our security vulnerabilities openly accessible to anyone with internet access, including those who might seek to exploit them. I strongly recommend that the bill be amended to replace the written report requirement with provisions for a closed briefing to be conducted with the Governor and appropriate legislative leadership. This approach would ensure proper oversight while protecting sensitive information about our emergency response capabilities and vulnerabilities from those who might use this information with harmful intent.

Faith-Based Leadership Perspective

Throughout my career, I have been guided by faith-based leadership principles that emphasize stewardship, service, and protection of the vulnerable. These principles reinforce the moral imperative to build resilient systems that protect our people during their most vulnerable moments. Strengthening our emergency management framework is not merely a matter of governmental efficiency but a moral obligation to those we serve.

In Ecclesiastes, we are reminded that "Two are better than one, because they have a good return for their labor: If either of them falls down, one can help the other up." This wisdom applies to our emergency management structure - agencies working in harmony, with clearly defined roles, will better serve our people than those working in silos or with overlapping responsibilities.

Conclusion

The aftermath of Typhoon Mawar demonstrated that even the most well-intentioned plans can falter in execution if not regularly reviewed, exercised, and improved. Bill 66-38 represents a positive step toward ensuring our emergency plans remain living documents that evolve with our needs and capabilities.

I strongly urge *I Liheslaturan Guåhan* to not only pass this important legislation with Mr. Esteves' recommended amendments but to also consider a more comprehensive examination of our homeland security and emergency management structure to ensure it optimally serves the safety and security needs of our island community.

The people of Guam deserve no less than our most thoughtful and coordinated approach to protecting them during emergencies and disasters.

Si Yu'os Ma'åse' for your consideration of these recommendations, and I stand ready to assist the Legislature in any way needed to advance our shared goal of a safer, more resilient Guam.

Respectfully submitted,



ESTHER J. C. AGUIGUI
Homeland Security Advisor



Lourdes A. Leon Guerrero
Governor
Joshua F. Tencio
Lieutenant Governor

OFFICES OF HOMELAND SECURITY AND CIVIL DEFENSE
Inasiguran / Tano' Guahan / U'isinan Difensia Sibet
221-B Chalan Palasyo, Agaña Heights, Guam 96910
Tel: (671) 475-9600 / Fax: (671) 477-3727
www.ghs.guam.gov



Esther J.C. Aguigui
Homeland Security Advisor
Charles V. Echeverria
Administrator, OCHD

March 19, 2025

38th Guam Legislature
120 Father Duenas Avenue
Capitol Plaza Building, Suite 103
Hagatna, GU 96910

Dear Honorable Members of *Liheslaturan Guahan*:

I appreciate the opportunity to provide testimony on Bill No. 66-38 (COR), which seeks to codify Guam's emergency management planning framework and requires regular plan reviews and exercises. I fully support the spirit and intent of this legislation, as it strengthens Guam's preparedness and response capabilities. However, I ask that you take the following recommendations to refine the bill's language and ensure alignment with existing laws and federal guidance.

Clarifying the Official Plan Name

The bill refers to the Guam Comprehensive Emergency Management Plan (GCEMP) as the governing document for emergency management planning. However, the current update to the plan is being conducted under the name Guam Emergency Operations Plan (GEOP). The change aligns with the Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide (CPG) 101, which outlines best practices for emergency planning. FEMA distinguishes between a Comprehensive Emergency Management Plan (CEMP) and an Emergency Operations Plan (EOP), noting that some jurisdictions use "CEMP" as an umbrella framework while others use "EOP" as the primary operational document.

According to FEMA, a CEMP represents broader guidance describing the jurisdiction's overall emergency management program, including preparedness, mitigation, response, and recovery. The current plan is primarily response-focused. The territory maintains separate plans for mitigation and long-term disaster recovery. Based on the language in the bill, the term EOP would be more appropriate as FEMA defines it as a plan for responding to various potential hazards.

Since the government of Guam is transitioning to the Guam Emergency Operations Plan (GEOP) nomenclature, I recommend amending the bill to reflect this terminology to avoid confusion and ensure consistency across all emergency management documents.

Distinguishing Between the Office of Guam Homeland Security and the Office of Civil Defense

The bill references "Guam Homeland Security/Office of Civil Defense" as a single entity. However, these are distinct agencies governed by separate statutes:

Title 5, Chapter 1, Article 14.1. established the Office of Guam Homeland Security (OHS). It focuses on national security, intelligence, critical infrastructure, and counterterrorism.

Title 10, Chapter 65 governs the Office of Civil Defense (OCD) and assigns the agency the responsibility of emergency management, disaster response, and preparedness.

The distinction between the two agencies is critical because the responsibilities assigned in the bill pertain to emergency management, which falls under OCD's jurisdiction, not OHS. Referring to both agencies interchangeably could create legal and operational confusion. I strongly recommend revising the bill to designate OCD as the agency responsible for updating and maintaining the GEOP.

The bill appropriately places the emergency operations plan within Title 10, Chapter 65, which governs civil defense. However, to ensure proper execution, the bill should explicitly state that OCD is the sole authority responsible for maintaining and updating the plan. FEMA guidance supports having a designated lead agency for emergency operations planning. Additionally, OCD is authorized to employ classified staff, ensuring that the plan is continuously reviewed and updated.

Recommended Revisions

(3) the use of the incident command system for multiagency and multijurisdictional emergency responses;

The provision outlined here is too rigid and incorrect. I recommend replacing it with the National Incident Management System (NIMS).

FEMA defines the incident command system (ICS) as

"A standardized approach to the command, control and coordination of on-scene incident management, providing a common hierarchy within which personnel from multiple organizations can be effective. ICS combines procedures, personnel, facilities, equipment and communications in a common organizational structure to aid in the management of on-scene resources during incidents. It is used for all kinds of incidents and is applicable to small, as well as large and complex, incidents, including planned events."

ICS does not work for every event and is insufficient for complex, multiagency, and multijurisdictional emergencies. ICS-300/400, ICS-191, and ICS-2300 teach students that such incidents require a combination of systems under NIMS, including: including Unified Command, Emergency Operations Center, Multiagency Coordination System, and the Joint Information System.

Replacing ICS with NIMS ensures greater flexibility and alignment with doctrine, allowing responders to select the most effective structure based on the incident.

Recommended revision, (3) *The use of appropriate command and coordination structures under the National Incident Management System (NIMS) for multiagency and multijurisdictional emergency responses."*

(6) the procedure and preparatory steps for the partial or full mobilization of the emergency management plan in advance of an actual disaster

I recommend replacing mobilization with activation. We do not mobilize plans; we mobilize resources. The FEMA Comprehensive Planning Guide emphasizes the activation procedures. If taken literally, this statement suggests physically moving the emergency management plan itself.

Recommended revision, *"(6) The procedures and preparatory steps for the partial or full activation of emergency management operations in advance of an actual disaster."*

(7) the designation, roles, and responsibilities of the Emergency Operations Center Emergency Support Function Team;

The provision referring to an "Emergency Operations Center Emergency Support Function Team" is misleading and does not align with FEMA's CPG 101 or NIMS doctrine.

FEAM defines Emergency Support Functions (ESF) as "A grouping of governmental and certain private sector capabilities into an organizational structure to provide capabilities and services to manage domestic incidents." In FEMA's National Response Framework (NRF), ESFs are not a singular "team" within the EOC; they are functional groupings of agencies and organizations that provide coordinated support during an emergency.

Locally, we created a term for personnel assigned to different ESFs. We call them Response Activity Coordinators. Some government of Guam agencies, like the Guam Fire Department, support multiple ESFs including firefighting, search and rescue, public health and medical services, oil and hazardous materials response, and public safety and security.

Recommended revision, *"(7) The designation, roles, and responsibilities of agencies and personnel supporting Emergency Support Functions (ESFs) within the Emergency Operations Center (EOC)."*

Conclusion

While Bill No. 66-38 (COR) is a positive step towards strengthening Guam's emergency preparedness and response, several key revisions are needed to ensure clarity, operational effectiveness, and alignment with common doctrine.

I strongly urge *I Liheslaturan Guåhan* to incorporate these revisions to ensure that Guam's emergency management framework is legally sound, operationally effective, and fully aligned with best practices in disaster preparedness and response.

Thank you for your time and consideration. I look forward to continuing to collaborate to ensure the safety and security of our island and its people. We remain steadfast in our commitment to improving our partnership.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Charles V. Esteves', with a stylized, cursive script.

Charles V. Esteves
Administrator, Office of Civil Defense

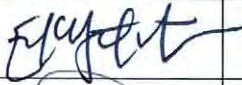


OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | *I Mina'trentai Ocho Na Liheslaturan Guåhan*

COMMITTEE VOTE SHEET

**BILL NO. 66-38 (COR) AS AMENDED BY THE COMMITTEE ON PUBLIC SAFETY,
EMERGENCY MANAGEMENT, AND GUAM NATIONAL GUARD – "AN ACT TO
ADD A NEW § 65121 TO DIVISION 3, CHAPTER 65, TITLE 10, GUAM CODE
ANNOTATED, RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE
EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL
REVIEW AND EXERCISE OF THE PLAN."**

Committee Members	Signature	TO DO PASS	TO NOT PASS	TO REPORT OUT ONLY	TO ABSTAIN	TO PLACE IN INACTIVE FILE
Senator Eulogio Shawn Gumataotao <i>Chairperson</i>		✓				
Vice-Speaker V. Anthony Ada <i>Vice-Chairperson</i>		✓				
Speaker Frank F. Blas, Jr. <i>Committee Member</i>		✓				
Senator Sabrina Salas Matanane <i>Committee Member</i>		✓				
Senator Tina R. Muña Barnes <i>Committee Member</i>		✓				



OFFICE OF SENATOR
Eulogio Shawn Gumataotao

38th Guam Legislature | /*Mina'trentai Ocho Na Liheslaturan Guahan*

COMMITTEE REPORT DIGEST

I. OVERVIEW

The Committee on Public Safety, Emergency Management, and Guam National Guard convened a public hearing on March 20, 2025, at 1:00 p.m. at the Public Hearing Room of the Guam Congress Building.

Bill No. 66-38 was introduced on February 19, 2025, by Speaker Frank F. Bias, Jr. and was subsequently referred to the Committee on Public Safety, Emergency Management, and Guam National Guard on February 26, 2025.

Public Notice Requirements

Public Hearing Notices sent out via email to all Senators and all main media broadcasting outlets on March 13, 2025 (5-Day Notice) and again on March 18, 2025 (48-Hour Notice). The notice was also published via radio advertisement and on the Guam Public Notice Website on the aforementioned dates.

Senators Present

Senator Eulogio S. Gumataotao, Committee Chairperson
Vice Speaker V. Anthony Ada, Committee Vice-Chairperson
Speaker Frank F. Bias, Jr., Committee Member & Primary Sponsor
Senator Telo T. Taitague

Attendees

Esther Aguigui, Homeland Security Advisor, Guam Homeland Security
Jenna G. Bias, Public Information Officer, Guam Homeland Security - Office of Civil Defense
Lucia R. Perez, Support Staff, Guam Homeland Security - Office of Civil Defense

Written Testimony Provided by

Esther Aguigui, Homeland Security Advisor, Guam Homeland Security
Charles Esteves, Administrator, Office of Civil Defense

II. SUMMARY OF TESTIMONY & DISCUSSION

Oversight Hearing - Senator Shawn Gumataotao - March 20, 2025 - 1pm

Chairman Shawn Gumataotao: Buenas and hafa adai, everyone. This public hearing by the Committee on Public Safety, Emergency Management, and your Guam National Guard is hereby called to order. Today is Thursday, March 20, 2025, and the time is now 1 o'clock p.m., CHamoru standard time.

For the record, and in accordance with the open government law, notices for this hearing were sent on March 13, 2025, and again on March 18, 2025. This hearing was also published on the Guam Legislature website and the Guam Public Notice website. Joining me here this afternoon is Committee Member and the Speaker of the Guam Legislature, Frank Blas, Jr., as well as our colleague, Senator Telo Taitague-Si Yu'os Ma'åse, for joining me this afternoon.

Before we proceed with the discussion, I'd like to first provide some general rules of conduct for those that are in attendance today. The conduct of this hearing shall be as follows-written comments or presentations shall be submitted to the Committee.

Please provide my legislative staff with your written comments for photocopying. Comments may be read, and lengthy presentations should be summarized to about five minutes. Those offering comments will be allowed to present written or oral testimony, and once you are done, please remain in the room for questions or additional comments, as may be desired by members of the Committee.

Questions and comments shall be confined to the nature of the agenda, and today's public hearing agenda covers Bill No. 66-38 by Speaker Frank Blas, Jr., which is an act to add a new 65121 to Division III, Chapter 65, Title X, Guam Code annotated relative to codifying the Guam Comprehensive Emergency Management Plan and requiring an annual review and exercise of the plan. For the record, the Committee invited the following agencies to participate in today's public hearing. The Office of Civil Defense, Guam Homeland Security, Guam Police Department, Guam Fire Department, the Mayor's Council of Guam, the Guam National Guard, Department of Military Affairs, and the Office of the Governor, the Chief of Staff. Additionally, the Bureau of Budget Management and Research provided a fiscal note on Bill 66-38, COR, dated March 6, 2025, stating that per Guam Homeland Security, Office of Civil Defense, the estimated fiscal impact is approximately \$196,000 per annum. According to BBMR, funds would be required for salaries and fringe benefits for a Planner 2, sorry, excuse me, a Planner 3 at \$72,612 and a Program Coordinator 3 at \$72,612, computers costing \$3,000, supplies at \$2,500, planning meetings, venue rental costs of \$7,500, and indirect costs of \$37,783.

BBMR anticipates that the bill may increase personnel and supply costs across different Government of Guam departments and agencies in order to establish and or annually update their Continuity of Operations Plans and Continuity of Command Plans in response to the mandated annual update of the Guam Comprehensive Emergency Management Plan. At this time, the Chair will invite individuals who wish to testify on Bill 66-38 to take a seat before the committee and before speaking, individuals who wish to make a presentation shall first be recognized by the Chair and shall state their name for record purposes.

So far, signing in from the Guam Office of Homeland Security will be HS Esther Aguigui. Thank you, ma'am, for joining us. So, please, if you could come up, who will be providing both written and oral testimony. And Ms. Jenna Blas from the Guam Office of Homeland Security, Office of Civil Defense, will also provide written and oral testimony. Again, thank you both for being with us today.

Now, the order of the questioning will begin with the panel of Senators who shall each have five minutes to ask their questions. The time allotted to each Senator does not include responses that are provided by those testifying. Personal inferences about the character or motive of any Senator or any individual commenting is not permitted. Any violations of this general rule of conduct will result in removal from the public hearing room for this proceeding. Individuals who fail to maintain proper form or decorum may be restricted from providing oral testimony and or may be asked to leave or be escorted and removed from the room. Proper form and decorum shall be practiced by all present in the public hearing room. I would now like to invite our Speaker, Frank Blas, Jr., the author of Bill 66-38, COR, to provide his opening remarks on this measure.

Speaker Frank Blas Jr.: Thank you very much, Mr. Chair, and thank you for Ms. Blas and Ms. Aguigui and Ms. Perez. Thank you for being here today for the bill. Bill 66-38 was a bill that I actually had introduced last year and had a hearing. And this is a bill that would provide or cause for Guam's emergency management plan to be annually reviewed and updated as well as practiced. Okay?

And for the most part, while the bill provides some specificity, it is actually intended to provide, to give you the broad structure or the broadness to be able to address. I know, you know, I've been with emergency management. I know how acronyms and things can change.

And what may have been the flavor of the day back in 2004 may not be the flavor of the day in 2025. And if it doesn't call, it's not called by that name, give you the flexibility to be able to do this. I want to be able to provide, though, so that before you discuss anything, that while the fiscal note recognizes and identifies certain positions that need to be, or that the bill would kind of mandate to be filled, these are actually programs and positions that you should already have, okay? So to be able to answer that with regard to what the funding requirement is, and that could be for a discussion that we have, is you should have these positions already in your structure, in your organization.

You know, that said, I welcome and I will listen to the remarks that you have, and then I'll provide my line of questioning once you do so. So thank you very much, and thank you very much, Mr. Chair.

Chairman Shawn Gumataotao: Thank you, Speaker Blas. And before we begin with the testimonies this afternoon, the committee requests those who have signed in to provide verbal testimony on Bill 66-38 to please state your name for the record, and the name of your organization or agency, and again, if your testimony is provided on behalf of the entity, and whether they support or oppose Bill 66-38. Thank you very much, and I will go ahead and I'll begin with our panel, and who wants to go first?

HSA Esther Aguigui: Thank you, Mr. Chair. If I may?

Chairman Shawn Gumataotao: Yes, you can. Thank you, General.

HSA Esther Aguigui: Esther Aguigui, I'm the Homeland Security Advisor. But sir, if I may recommend that Ms. Jenna Blas start, just for ebb and flow of the comments that are being provided today. So if you would abide.

Chairman Shawn Gumataotao: Oh, that's fine. Yeah, thanks, General.

HSA Esther Aguigui: Thank you, sir.

Chairman Shawn Gumataotao: No problem. Thanks, Jenna. Go ahead and please proceed.

OCD Jenna Blas: Hafa Adai, Mr. Chair, Mr. Speaker, and Senator Taitague, thank you so much for the opportunity to provide this testimony on behalf of Mr. Charles Estevez, Administrator for the Office of Civil Defense. He writes, Dear Honorable Members of Liheslaturan Guåhan, I appreciate the opportunity to provide testimony on Bill No. 66-38 COR, which seeks to codify Guam's emergency management planning framework, and requires regular plan reviews and exercises. I fully support the spirit and intent of this legislation, as it strengthens Guam's preparedness and response capabilities. However, I ask that you take the following recommendations to refine the bill's language and ensure alignment with existing laws and federal guidance.

Clarifying the official plan name, the bill refers to the Guam Comprehensive Emergency Management Plan, GCEMP, as the governing document for emergency management planning. However, the current update to the plan is being conducted under the name Guam Emergency Operations Plan, GEOP. The change aligns with the Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide, CPG-101, which outlines best practices for emergency planning.

FEMA distinguishes between a Comprehensive Emergency Management Plan, CEMP, and an Emergency Operations Plan, EOP, noting that some jurisdictions use CEMP as an umbrella framework, while others use EOP as the primary operational document. According to FEMA, the CEMP represents broader guidance describing the jurisdiction's overall emergency management program, including preparedness, mitigation, response, and recovery. The current plan is primarily response focused.

The Territory maintains separate plans for mitigation and long-term disaster recovery. Based on the language in the bill, the term EOP would be more appropriate, as FEMA defines it as a plan for responding to various potential hazards. Since the Government of Guam is transitioning to the Guam Emergency Operations Plan nomenclature, I recommend amending the bill to reflect this terminology to avoid confusion and ensure consistency across all emergency management documents.

Distinguishing between the Office of Guam Homeland Security and the Office of Civil Defense, the bill references the "Guam Homeland Security Office of Civil Defense" as a single entity.

However, these are distinct agencies governed by separate statutes. Title 5, Chapter 1, Article 14.1 established the Office of Guam Homeland Security, OHS. It focuses on national security, intelligence, critical infrastructure, and counterterrorism. Title 10, Chapter 65 governs the Office of Civil Defense, OCD, and assigns the agency the responsibility of emergency management, disaster response, and preparedness. The distinction between the two agencies is critical because the responsibilities assigned in the bill pertain to emergency management, which falls under OCD's jurisdiction, not OHS.

Referring to both agencies interchangeably could create legal and operational confusion. I strongly recommend revising the bill to designate OCD as the agency responsible for updating and maintaining the GEOP. The bill appropriately places the emergency operations plan within Title 10, Chapter 65, which governs civil defense.

However, to ensure proper execution, the bill should explicitly state that OCD is the sole authority responsible for maintaining and updating the plan. FEMA guidance supports having a designated lead agency for emergency operations planning. Additionally, OCD is authorized to employ classified staff, ensuring that the plan is continuously reviewed and updated.

Recommended revisions. Three, the use of the incident command system for multi-agency and multi-jurisdictional emergency responses. The provision outlined here is too rigid and incorrect. I recommend replacing it with the National Incident Management System, NIMS. FEMA defines the incident command system, ICS, as, "a standardized approach to the command, control, and coordination of on-scene incident management, providing a common hierarchy within which personnel from multiple organizations can be effective. ICS combines procedures, personnel, facilities, equipment, and communications in a common organizational structure to aid in the management of on-scene resources during incidents.

It is used for all kinds of incidents and is applicable to small as well as large and complex incidents, including planned events." ICS does not work for every event and is insufficient for complex, multi-agency, and multi-jurisdictional emergencies. ICS 300, 400, ICS 191, and ICS 2300 teach students that such incidents require a combination of systems under NIMS, including unified command, emergency operations center, multi-agency coordination system, and the joint information system, excuse me. Replacing ICS with NIMS ensures greater flexibility and alignment with doctrine, allowing responders to select the most effective structure based on the incident. Recommended revision, three, the use of appropriate command and coordination structures under the National Incident Management System, NIMS, for multi-agency and multi-jurisdictional emergency responses, end quote. Six, the procedure and preparatory steps for the partial or full mobilization of the emergency management plan in advance of an actual disaster. I recommend replacing mobilization with activation. We do not mobilize plans. We mobilize resources. The FEMA comprehensive planning guide emphasizes the activation procedures. If taken literally, the statement suggests physically moving the emergency management plan itself. Recommended revision, quote, six, the procedures and preparatory steps for the partial or full activation of emergency management operations in advance of an actual disaster, end quote.

Seven, the designation roles and responsibilities of the emergency operations center emergency support function team. The provision referring to an emergency operations center emergency support function team is misleading and does not align with FEMA's CPG 101 or NIMS doctrine.

FEMA defines emergency support functions ESF as, “a grouping of governmental and certain private sector capabilities into an organizational structure to provide capabilities and services to manage domestic incidents.”

In FEMA's national response framework, NRF, ESFs are not a singular team within the EOC. They are functional groupings of agencies and organizations that provide coordinated support during an emergency. Locally, we created a term for personnel assigned to different ESFs. We call them response activity coordinators. Some government of Guam agencies, like the Guam Fire Department, support multiple ESFs, including firefighting, search and rescue, public health and medical services, oil and hazardous materials response, and public safety and security. Recommended revision, quote, seven, the designation roles and responsibilities of agencies and personnel supporting emergency support functions, ESFs, within the emergency operations center EOC, end quote.

Conclusion, while bill number 66-38 COR is a positive step towards strengthening Guam's emergency preparedness and response, several key revisions are needed to ensure clarity, operational effectiveness, and alignment with common doctrine. I strongly urge I Liheslaturan Guahån to incorporate these revisions to ensure that Guam's emergency management framework is legally sound, operationally effective, and fully aligned with best practices in disaster preparedness and response. Thank you for your time and consideration.

I look forward to continuing to collaborate to ensure the safety and security of our island and its people. We remain steadfast in our commitment to improving our partnership, signs Charles Estevez, Administrator, Office of Civil Defense.

Chairman Shawn Gumataotao: Thank you, Jenna, for that. I'll now turn it over to General Aguigui.

HS Advisor Esther Aguigui: Thank you, Mr. Chair. Hafa Adai, Mr. Speaker, and honorable members of the I Liheslaturan Guahån.

Thank you for the opportunity to provide testimony on bill 66-38, which seeks to codify Guam's emergency management planning framework and require regular plan reviews and exercises. I fully support the intent of this legislation and believe it represents a critical step towards strengthening our island's emergency preparedness posture. First, I would like to express my full endorsement of the testimony provided by Mr. Charles Estevez right now. His recommendations regarding terminology alignment with FEMA guidance, clarification on agency roles, and technical corrections to the bill's language demonstrate the thoughtful expertise that has been the hallmark of his leadership. His suggestions regarding the transition that has been from GCAMP to GEOP, nomenclature and the adoption of the NIMS rather than the ICS as the framework for multi-agency coordination are particularly astute. As the Governor's Homeland Security Advisor and the previous Adjutant General of the Guam National Guard, I have witnessed firsthand the challenges our island faces during emergencies.

Typhoon Mawar's devastation in 2023 revealed significant gaps in our emergency response framework that must be addressed through a comprehensive and coordinated approach. And while I strongly support the spirit and intent of bill 66-38, I believe we must take this opportunity to

conduct a more thorough evaluation of homeland security and emergency management structure of our government. The current statutory framework, as outlined in Title V, Chapter 1, Article 14.1, established the Office of Homeland Security with a focus on national security, terrorism, and critical infrastructure protection, while Title X, Chapter 65, established the Office of Civil Defense with a focus on emergency management.

This bifurcated approach, while established with good intentions, has at times led to confusion regarding roles, responsibilities, and authorities during emergencies. And as Mr. Esteves correctly noted in his testimony, referring to both agencies interchangeably could create legal and operational confusion. So I would like to offer an unconventional perspective on the strategic differences between homeland security and civil defense functions that may not be immediately apparent but significantly impact the people of Guam. Homeland security focuses primarily on preventing threats through intelligence gathering, counterterrorism, and critical infrastructure protection, a forward-leaning posture that seeks to identify and neutralize dangers before they materialize. Civil defense, by contrast, operates with an acceptance that disasters, whether natural or man-made, will occur and focuses on response, mitigation, and recovery. This difference is not merely semantic, but reflects fundamentally different operational philosophies.

The military strategist Carl von Clausewitz distinguished between preparation and planning, noting that no plan survives first contact with the enemy. In our context, Homeland Security prepares us for the known threats, while Civil Defense plans for the unknowable and the unexpected. And so for the people of Guam, this distinction has profound implications.

Our unique geopolitical position in the Pacific places us at the intersection of multiple threat vectors, from natural disasters to potential military conflicts. Our citizens deserve a system where these complementary functions work in harmony rather than in competition. And when a resident of Tamuning, or Dededo, or Malesso' faces an emergency, they don't distinguish between which government agency should respond based on whether the threat was preventable or inevitable.

They simply need immediate coordinated assistance, and our organizational structure should reflect this reality. A whole-of-government approach to protecting our national security interests, and our island and the people who live in this land that we love, would better serve us for now and generations to follow. The artificial separations we create in government often impede seamless coordination needed during crisis.

By aligning our homeland security and civil defense functions more harmoniously, we not only improve operational efficiency, but honor our deep commitment to protecting this sacred place we call home. This isn't merely about governmental reorganization. It's about ensuring that our love for Guam and its people is reflected in systems designed to protect them with the fullest measure of our combined capabilities.

I respectfully offer the following recommendations for your consideration. Number one, a comprehensive review of statutory authorities. I recommend that the legislature conduct a thorough review of Title V, Chapter 1, Article 14.1, and Title X, Chapter 65, to ensure clear delineation of roles, responsibilities, and authorities between the Office of Homeland Security and the Office of Civil Defense.

Such a review should examine whether the current structure optimally serves the needs of our island's comprehensive emergency management program. Number two, clarification of homeland security advisory role. As detailed in subsection 14.104.1 and subsection 14.104.2, the Homeland Security Advisor has significant coordination responsibilities across government entities.

I recommend these sections be evaluated to ensure they complement rather than potentially conflict with the OCD Administrator's statutory responsibilities. Number three, alignment with federal emergency management structures. Our emergency management structures should mirror those at the federal level to facilitate seamless coordination during federally declared disasters.

The current division between Homeland Security and Civil Defense functions does not always align with federal counterparts, which can complicate disaster response and recovery efforts. Number four, Unified Emergency Management Entity. Consider whether a Unified Emergency Management Entity with clearly defined division for Homeland Security and Emergency Management functions might better serve our island's needs, similar to models in many states and territories.

And number five, reporting security concerns. I must express concern regarding the reporting requirement in section C of the proposed legislation. As written, the bill requires that a report on shortfalls and response gaps be submitted to the I Maga'håga Guahan and I Liheslaturan Guahan.

Since documents submitted to the legislature become public records and are typically posted on the legislative website, this will make our security vulnerabilities openly accessible to anyone with the internet access, including those who might seek to exploit them. I strongly recommend that the bill be amended to replace the written report requirement with provisions for a closed briefing to be conducted with the governor and appropriate legislative leadership. This approach would ensure proper oversight while protecting sensitive information about our emergency response capabilities and vulnerabilities from those who might use this information with harmful intent.

Senators, you know throughout my career, I have been guided by faith-based leadership principles that emphasize stewardship, service, and protection of the vulnerable. These principles reinforce the moral imperative to build resilient systems that protect our people during their most vulnerable moments. Strengthening our emergency management framework is not merely a matter of governmental efficiency but a moral obligation to those we serve.

In Ecclesiastes, we are reminded that two are better than one because they have a good return for their labor. If either of them falls down, one can help the other. This wisdom applies to our emergency management structure. Agencies working in harmony with clearly defined roles will better serve our people than those working in silos or with overlapping responsibilities.

In conclusion, the aftermath of Typhoon Mawar demonstrated that even the most well-intentioned plans can falter in execution if not regularly reviewed, exercised, and improved. Bill 66-38 represents a positive step toward ensuring our emergency plans remain a living document that evolves with our needs and capabilities.

And I strongly urge the I Liheslaturan Guahan not only to pass this important legislation with Mr. Esteves's recommended amendments but to also consider a more comprehensive examination of

our homeland security and emergency management structure to ensure it ultimately serves the safety and security needs of our island community. The people of Guam deserve nothing less than our most thoughtful and coordinated approach to protecting them from emergencies during emergencies and disasters. Si Yu'os Ma'åse for your consideration of these recommendations, and I stand ready, as always, to assist the legislature in any way needed to advance our shared goal of a safer, more resilient Guam. Thank you.

Chairman Shawn Gumataotao: Thank you, General, and thank you again, Jenna, for your testimony today. I'd like to recognize our Vice Speaker and also a member of our committee. Vice Speaker Tony Ada is with us. Mr. Vice Speaker, thank you for being with us. And as we jump into questions, we are going to end with the bill's author, but I'll go ahead and begin with the members of the committee. And if I can, can I go ahead and begin with you, Vice Speaker Ada?

Vice Speaker V. Anthony Ada: Thank you, Mr. Chair. I'll yield to the author of the bill first prior to my...

Chairman Shawn Gumataotao: Okay, he's asked to defer, so I'll go ahead and allow Senator Taitague to go ahead and ask questions as you can. Thank you.

Senator Telo Taitague: Thank you, Mr. Chair. Good afternoon to my colleagues, especially ladies. Good afternoon to you. Thank you for being here to provide your testimony. And yes, it's a fully loaded testimony, if you ask me. I mean, it's not just reaching out to actually provide, you know, what's desperately needed to this, what the legislation has in place for this, the management plan, because we know... I mean, even in 2016, there was supposed to be a get together of minds and discuss how to implement this or to make it even better, the plan, but nothing ever happened in 2016.

So we're here today and it seems that there might be some more things that need to be adjusted before we move into a plan, which is rightfully so. So I agree with fixing up Homeland Security and Office of Civil Defense because we've obviously had this oversight hearing regarding that and there were a lot of issues and concerns in the agencies, both agencies. And yeah, I think we need to clean that up first before we move into anything else. But in the meantime, you know, we're women. We know how to multitask. You know, it's one of our greatest gifts.

So I truly believe that we can multitask in creating or updating this management plan, emergency management plan. But I do want to read something for you. It's per comments provided by the BBMR, and the BBMR states that per comments provided by Homeland Security and Office of Civil Defense, as the bill proposes to mandate an annual review and exercise of the GCEMP, the estimated fiscal impact is approximately \$196,000 per annum.

Specifically, funds would be required for salaries, fringe benefits for a planner, three, that's \$72,612, and a program coordinator, three, \$72,612, computers, 3,000, supplies, 2,500, planning meeting venues, rental costs, 7,500, and indirect costs at 37,783, if applicable. The GHS-OCD also cites the potential additional costs for planning meetings and unforeseeable logistics expenses. Lastly, the Bureau notes that implementation of the bill may increase personnel and supplies across from different government of Guam department agencies in order for them to establish or annually update their continuity of the operation plans and continuity of command plans. Can you make a

comment to these costs and see if this is true to form? I'm not sure if it's updated, but can you make a comment on this report from BBMR?

HS Advisor Esther Aguigui: Senator, thank you for that question. I cannot make a comment on that, but I would like to invite one of our staffers, Ms. Lucy Perez, who might be able to answer some of those questions. She has been following some of our financial tracking for a long time, and she might be able to answer some of the questions you may have.

Chairman Shawn Gumataotao: Lucy, can you come up and help answer the question of Senator Taitague, please? Thank you. And I know you signed in to be here, but not to testify, please, if you can assist.

HS/OCD Staff Lucy Perez: Good afternoon, Senators. My name is Lucia Perez, and I work with the Office of Homeland Security, Office of Civil Defense.

Senator Telo Taitague: So just let us know where these numbers came from. Did you provide it to BBMR, or is it up to date?

HS/OCD Staff Lucy Perez: That's why I just wanted to say, to be clear, I did not provide these numbers to BBMR. I am looking at what is posted on the website. I believe the numbers were provided from Administrator Esteves as a physical note request to BBMR, and that's how BBMR came up with those numbers in the report.

Senator Telo Taitague: Thank you so much. Jenna, do you want to say anything about that?

HS/OCD Staff Jenna Blas: Apologies, Senator. I'm not in an acting administrator capacity. I did read his testimony on his behalf, but unfortunately, I don't have the answer as well.

Senator Telo Taitague: Okay. Well, maybe we should get someone to find out if these numbers, yeah.

Chairman Shawn Gumataotao: We know that that number's in the budget, but we also can, the committee can also ask a senator as well. Okay.

Senator Telo Taitague: Well, other than that, you know, go ahead, Esther, you want? Yes, ma'am.

HS Advisor Esther Aguigui: What we could do is we could take your, certainly take your question and pose it to Administrator Esteves and see if he can answer that question for you, ma'am.

Senator Telo Taitague: Okay. If not, I'm sure the author of the legislation might know more than I do right now based on this fiscal note, but I appreciate you for being here and thank you, Mr. Chair, for the opportunity to ask questions.

I'm pretty sure, you know, we can actually just look at two things to this. One, cleaning up Homeland Security Office of Civil Defense, and then creating the regulations going into and readjusting this management, emergency management plan in place. I think we can do both. It's not a problem. Thank you.

Chairman Shawn Gumataotao: Thank you, Senator Taitague. I now turn it over to Vice Speaker Ada for any questions. Thank you.

Vice Speaker V. Anthony Ada: Thank you, Mr. Chairman, and welcome to the legislature. The, you know, I believe this is a very important plan that really needs to be updated and perhaps even an exercise annually. We see what would happen during the pandemic, where a lot of confusion in the very onset. A lot of things that was going on during the pandemic, yes, it was a very first of any kind, but just prior to that, we did go through an exercise of how things would be conducted and even with mass casualties and who would do what and where.

However, that plan did not even come to fruition because they decided to shelve it. But I think moving forward, we really need to get together with the private sector and work this plan to where we know who is involved, what will be involved, and how things will happen. And for example, the mass casualty part, where a lot of the casualties from COVID were going to the hospital and the hospital was not able to handle the situation where they relied on the private sector to pick up the slack. And I think it was truly unfair for that to happen without even consulting the private sector in how this would affect the private businesses. It's very unsettling that government would do that to the private sector instead of working together. And I think it's important that we forget the past, look what we need to do, and see how is it that we can make the plan effectively work regardless of who is in charge of Homeland, who is the governor, the lieutenant governor. Let's make something that is going to be workable for all so that eventually we're all not going to be here one day. We want to make sure that we pass on something to the future leaders of our island and say, hey, this is a plan that we've constantly updated. This is a plan that we constantly practice and exercise. Is it going to be perfect? Perhaps not. But at least we know something that we've tried, we've exercised, we plan, we updated. And it's just a round robin with doing those things.

And I think we get a better response from the private sector in ensuring that moving forward that this plan will be a very cohesive plan that is workable for everyone. And like, again, the pandemic is something that we've never been through. And it was an exercise that shows where our gaps are, where our shortfalls were at, and how we can perhaps do things better.

And I believe working together, we can actually make it happen and leave things better than we received it and better for the future. And hopefully that we never have to see another pandemic. But if we do, we say, you know what, we put that plan together. We worked it throughout the years. And let's see it go into action, or let's see how we can continue to update.

But other than that, Mr. Chairman, I have no questions. I just like to thank you for constantly being up there and doing what you guys can do. But we just need to ensure that we do things better and perhaps make it a better project for all of us and how we can move forward. Thank you, Mr. Chairman. Thank you.

Chairman Shawn Gumataotao: Thank you, Vice Speaker. Before I turn it over to the bill's author for questions as a member of the committee, I just had a couple of questions if I could. And I just wanted to ask, I think, let me first by saying this is that in this room, we have perhaps the almost the brain trust of what has been the emergency management planning plans over the last three

decades in this room. And I think there's a couple of missing pieces. But just know that in terms of the experience and the like, I think we have many of them in this room today.

So thank you again for your service to the people of Guam collectively. For the benefit of the committee and the listening audience, can you provide what information may be available regarding the implementation of a continuous training program for agencies and individuals that will be called upon to perform key roles in territorial post-disaster response, maybe, yeah, post-disaster response and recovery efforts, if you could possibly ask that across the board. Anyone can answer. That is fine. You want to take an agency?

HS/OCD Staff Lucy Perez: The Office of Civil, the Office of Civil Defense has a state training coordinator. And that position does reach out. And we work with FEMA. We work with our other partners like TEEX and also universities. And we bring trainers out on the island.

We just recently hosted, in reference to the plans that was mentioned by Ms. Jenna, we conducted a class in December of last year. And we did bring in partners from the private sector, from the government, local government and federal government. So there is an ongoing calendar. And based on availability of the instructors and based on availability of location, we do send the invites out. Now with those invites, as much as the training coordinator can push the invites out, and I make phone calls also to my, because I handle, I'm ESF2, which is Emergency Support Function for Telecommunication. So when I see trainings that come out, I reach out to my private sector companies and I push them to attend. So there are trainings ongoing. And in terms of the plan itself, going through working it, I'd like to, you know, when Senator Taitague was asking the question about the budget, it was regarding the physical note that was provided by BBMR. I couldn't respond to that because I didn't see that note. So that's, that would not be fair. But what I can respond to, what I can say is we would need to, because I have been looking at numbers, I've prepared budgets.

What needs to happen is that we need to provide funding for personnel. Not federal fundings, but local fundings. Because the grant requirements does have restrictions on it, and that's one. And second, we do need additional personnel. Our planning department right now has a party of one, with probably a minimum of three reports or plans that need to be updated. So our training department has a party of one. So just that in itself. Now, what are we doing today? We're making it work. We're doubling up, tripling up our hats and our duties. But if we want to have this work in the right way, I personally think we would need to bring in not only the brain within the local government, but get a contractor out here that can work with everyone to get everybody together to sit down, to gather the data. And Speaker Blas and I went through this, and you know, I can see his face. He did it when he was the HSA at that time, when we went through the plan. He had us sequestered for a minimum of six months. But even with that, bringing in all the government agencies and the private sector, we still had to have somebody to oversee that. And that takes money.

Chairman Shawn Gumataotao: Well, thank you for your recommendation. Just be advised that at the Judiciary of Guam, who also has similar plans, it's also done by current staff, as the Speaker mentioned a bit earlier. So I just want to put that on the record. I only have a couple of other questions.

Recognizing that village mayors are required to help maintain a general level of emergency readiness, which includes keeping, again, their support function to you all. Can you share with us how exactly our mayors may be able to assist with emergency readiness during these non-emergency times, and how they would be part of this as well?

HS Advisor Esther Aguigui: Thank you, Mr. Chair, for that question. So we do have an ESF rep for the Mayor's Council. And so when activated, we inform them, and they come and they receive all the briefings that every other ESF personnel receives. In addition to that, we include them in our heavy weather briefs. We include them in our JIC releases. We try to give them priority whenever notification needs to be made regarding, you know, any kind of crisis in the community or upcoming or pending storms. And we lean forward, and we understand that the mayors are our touchpoint to the residents, and we understand that if we keep them informed and we support them, then the likeliness of us being supported by them is highly likely to occur. And we realize that they play a significant role in not only homeland security, but also in emergency management.

Chairman Shawn Gumataotao: Thank you for that. Learning from our experiences following Typhoon Mawar in 2023, what coordination is in place to assist folks like the Guam Visitors Bureau, the Guam Hotel and Restaurant Association, and other relevant private sector entities when we're having to manage the hundreds of folks that might be in our hotels or here who are not permanent residents of Guam as a result of any major disruptions to our critical infrastructure, whether it be the airport or seaport?

HS Advisor Esther Aguigui: Very difficult task to do, but it can be done, and we've done it before, and Ms. Lucy was alluding to, well, you know what, let me just let her speak. She wants to speak over me, so I'm just going to, I'm going to shut up so that she can speak.

HS/OCD Staff Lucy Perez: Within the Emergency Operations Center, there is an ESF or GHRA, so we do coordinate with them. When there is any request that comes in, for example, to assist with their critical infrastructure, such as power or water restoration, the GHRA members will call in or come and see their ESF representative. That ESF representative who sits right in front of the utilities will request that coordination, so that's how they support, and if they needed support for American Red Cross to come in or if they needed support for even communications, they, through the DLAN system and through just turning around and asking for help, that's where all the coordination happens.

Chairman Shawn Gumataotao: Thank you for that, and kind of going to the Vice Speaker's question earlier, I think moving forward with not only the work on this particular piece of legislation, but in any future legislation relative to emergency management in the U.S. territory, we must ensure that the private sector organizations of this community at every level, also we cannot forget non-governmental organizations, they need to be addressed, not just at every ESF level, but they need to be addressed as part of our plans moving forward. Moving on, I'd like to defer now to the bill's author, Speaker Frank Blas, Jr., for any questions.

Speaker Frank F. Blas, Jr.: Thank you, Mr. Chair.

Thank you very much, ladies, for being here, and I guess one of my overriding questions is, you know, Bill 68-38 is a carbon copy of Bill 210-37. This is the same. You take 210-37 and 66-38, put it together, and they match, right, and made no changes to it.

But what's interesting is that when in your testimony, your agency's testimony on Bill 210-37, you vehemently opposed this piece of legislation. Now you fully support it. What changed?

HS Advisor Esther Aguigui: Available resources, Speaker.

Speaker Frank F. Blas, Jr.: I'm sorry, ma'am, but the resources were the same last year as they are this year. So what else changed?

HS Advisor Esther Aguigui: Well, we realized, sir, if I may.

Speaker Frank F. Blas, Jr.: Yes.

HS Advisor Esther Aguigui: We realized the severity of the importance of emergency management. We've always known that, but we have the support of the legislature. We have your attention, and since we have that, Speaker, you know, we are going to endorse and we're going to be in favor of anything that could help us.

We realized that our weaknesses can only be solved with others who want the same thing with like-minded people, and we can't do it all alone. But with your support and the support of the 38th Guam legislature and, as I've said, a whole-of-government approach, the private sector, we can only be better, because certainly standing alone has been very difficult.

Speaker Frank F. Blas, Jr.: Okay. Well, appreciate it. You know, one year later, but that's fine. We can relax it. Like, as Vice Speaker said, we move forward, okay? Now, thank you for the recommendations and the suggestions that you and Mr. Esteves have been able to provide. Quite honestly, a lot of the stuff that you pointed out should have been done already, okay? You make reference to that you would prefer that the Guam Comprehensive Emergency Management Plan be changed out to be recognized, first off, as the Guam Emergency Operations Plan, and you further state, or Mr. Esteves states, that you're currently updating the Guam Emergency Operations Plan. So there is a plan in existence, other than this plan? There is? Couldn't we then recognize that your Emergency Response Plan is actually, should be an annex to your Comprehensive Emergency Management Plan? You still need to do an Emergency Management, Comprehensive Emergency Management Plan. I don't see why you need to be able to do this, to say to change this over, because changing this over to Emergency Operations Plan doesn't address a lot of the administrative, logistical, the other SWOT responsibilities that are, okay, that aren't covered by the Emergency Operations Plan. Do you agree?

HS Advisor Esther Aguigui: Speaker, if I may, I believe this is why we're here.

Speaker Frank F. Blas, Jr.: Right.

HS Advisor Esther Aguigui: We need to sort all this out, sir. I, you know, we realized that the latest plan was in 2016, and we realized the severity of it.

Speaker Frank F. Blas, Jr.: And if you looked at the plan in 2016, it did have the Emergency Operations Plan as an annex.

HS Advisor Esther Aguigui: Correct.

Speaker Frank F. Blas, Jr.: And that, I think, is where it belongs. Not to change this out to be the Comprehensive Emergency Management Plan. That is still necessary. So for you to suggest that we change this out just to reckon, just so that it's just an Emergency Operations Plan, it's but one portion of the Comprehensive Emergency Management Plan that needs to be updated, that needs to be worked on. Do you agree?

HS Advisor Esther Aguigui: I agree, sir.

Speaker Frank F. Blas, Jr.: Okay. Thank you.

With regard now to, you made a, you yourself made the comment that you, the concern that you had was that this, this bill would require a report to the legislature, I mean to the governor, and then to members of the legislature, and you were concerned about the fidelity and the, basically, the security of the information. Let me just point out to you what the bill reads, how it reads. The Guam Homeland Security Office of Civil Defense shall provide a report to I Maga'hågan Guahan and the chairperson of the legislative committee with oversight on Homeland Security and Civil Defense matters on the outcome of the plan's review. Nowhere here is it to say to all members of the legislature.

HS Advisor Esther Aguigui: Speaker, if I may, will, will any legislative record be available on the public website?

Speaker Frank F. Blas, Jr.: No.

HS Advisor Esther Aguigui: Oh.

Speaker Frank F. Blas, Jr.: No.

HS Advisor Esther Aguigui: I stand corrected, sir.

Speaker Frank F. Blas, Jr.: Okay.

HS Advisor Esther Aguigui: I, my concern was that if, if it got any legislature, I, you know, I just want to protect.

Speaker Frank F. Blas, Jr.: It's very specific that it goes to him. Okay?

HS Advisor Esther Aguigui: I stand corrected, sir. Okay.

Speaker Frank F. Blas, Jr.: Okay.

HS Advisor Esther Aguigui: And we just wanted to make sure that, thank you.

Speaker Frank F. Blas, Jr.: I mean, I, I agree with you, but that's not how the language was read. It read exactly how you wanted it to read. Okay. So I agree with you on that. And so I, again, I, this is, the concern that I have is, is I pulled this up yesterday. Okay. And what I pulled up yesterday looks exactly what I pulled up a year ago. Okay. And a lot has happened over the last 365 days.

As a matter of fact, so how did the exercise go yesterday, the tabletop exercise mass casualty that you're supposed to have at JRM? Did you guys show up to that? Speaker, we, as far as I know, we were not invited. I, then you better check because the last time I checked, you guys were. Because there was a lot of reference to, and this is what irks me. When the exercise referred to the Guam emergency man, Comprehensive Emergency Management Plan as goofy and loosely put together, it doesn't see a lot in a lot, there's not a whole lot of confidence in, in our operations that needs to stop.

HS Advisor Esther Aguigui: Yes, sir. Sir, I find it disturbing that if we were invited to attend an exercise, especially if it involved Homeland Security, I was not aware of it. And if we were not aware of it, could you, could you tell us who the invitation came from? I could probably reach out to that person then and find out, you know, if there's any details that we missed. But if, if we did miss it, it wasn't done deliberately, Speaker.

Speaker Frank F. Blas, Jr.: Okay. Well, it was just interesting how people knew that this was today's event was going to happen and said, well, you know, it's going to be, it's going to be exercised. So we'll give you the feedback. And then the information I get back is, I'm sorry, sir, but they weren't there.

I'll get back to, let me find out, all right? But guys, but even at that, even if you weren't there, there should be a document, there should be a plan that whether or not you're showing up or not, you're not there, that this island has a comprehensive and a unified plan, and they know exactly what we're going to be doing on our side based on our plan, that they can be utilized, they can use. That's what we have to avoid. Okay. That's the disaster in itself. And what this bill, and with now your support on this, okay, we'll fix that. And I'll help you fix that, General. Okay?

Speaker Frank F. Blas, Jr.: Thank you very much, Mr. Chair.

Chairman Shawn Gumataotao: Thank you, Mr. Speaker. As we're wrapping up the testimony, you want to give closing remarks, or is that a pretty good closing?

Speaker Frank F. Blas, Jr.: I think I've got a pretty good closing, right, guys, we got your support, everything's good. Oh, the other way, Lucy, do me a favor, you have a copy of the letter, both letters, okay? Read who it's addressed to. You see it? Thank you. You see the address? Thank you. Okay? Thanks, Mr. Chair.

Chairman Shawn Gumataotao: Thank you, Mr. Speaker. Well, the Committee on Public Safety, Emergency Management, and Guam National Guard, your Guam National Guard, appreciates the attendance and participation of all senators and community stakeholders in this public hearing on Bill 66-38. The committee will review the information received during this hearing and communicate further with relevant government and non-government entities if necessary. The

committee has tentatively scheduled a markup on Bill 66-38 on Tuesday, April 1, 2025, at 2 o'clock p.m. at my legislative office located at 120 Father Duenas Avenue, Capitol Plaza, Suite 103, Hagåtña, Guam, 96910.

Committee members and the primary author of Bill 66-38 are invited to participate in the markup. The committee will continue to accept written testimony on Bill 66-38 for the next five business days or until Thursday, March 27, 2025. Testimonies may be submitted via email to office.senatorshawn, that's S-H-A-W-N, at guamlegislature.gov, through the legislature mailroom here at the Guam Congress Building, or they may be delivered directly to my senatorial office here in the capital city of Hagåtña.

With that, this public hearing by the Committee on Public Safety, Emergency Management, and our Guam National Guard on Bill 66-38 is hereby adjourned. The time now is 1:58 p.m. Thank you so much. Thank you all for being here, and thank you, Senators, for being here too.

III. FINDINGS & RECOMMENDATIONS

The Committee finds that the development of the Guam Comprehensive Emergency Management Plan, which was last updated in 2016, is recognized in 10 GCA § 65108 (Director of Civil Defense: Authority, which authorizes the Director of Civil Defense to develop or cause to be developed mutual-aid arrangements with other public and private agencies within Guam for civil defense, aid and assistance in case of disaster too great to be dealt with unassisted.

The statute provides that such arrangements shall be consistent with the territorial civil defense plan and program and in time of emergency it shall be the duty of each unit of the territorial organization for civil defense to render assistance in accordance with the provisions of such mutual aid agreements.

According to the 2016 update of the Guam Comprehensive Emergency Management Plan, the document 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.

Subsequent to the March 20, 2025 public hearing on Bill No. 66-38 (COR), the Committee on Public Safety, Emergency Management, and Guam National Guard held a markup on the Bill on Monday, April 7, 2025, 3:30 p.m. at Chairman Shawn Gumataotao's office in Hagåtña.

In attendance were Chairman Gumataotao, Speaker Frank Blas, Jr., Committee Member and Primary Sponsor of Bill No. 66-38 (COR), Legislative Secretary and Committee Member Sabrina Salas Matanane, and Senator and Committee Member Tina R. Muna Barnes. Staff representatives from Vice-Speaker and Committee Vice-Chairman V. Anthony Ada's Office and Senator Muna Barnes' Office were also present.

The Committee Markup agenda included a summary and status of bills referred to the Committee on Public Safety, Emergency Management, and Guam National Guard as of April 3, 2025, a summary of the public hearing testimonies for Bill No. 66-38 (COR), and a discussion on the Committee's draft amendments to the Bill.

The Committee presented and discussed recommended changes to the measure. The amendments to Bill No. 66-38 (COR) are consistent with the written recommendations offered by the Office of Civil Defense during the Bill's public hearing.

The Committee adopted the following amendments to Bill No. 66-38 (COR):

- The Bill recognizes the Office of Civil Defense as the lead agency responsible for updating and maintaining the Guam Comprehensive Emergency Management Plan last updated in 2016, which is referenced in the Bill as Exhibit A;
- The Bill replaces Incident Command System (ICS) with the National Incident Management System (NIMS), which according to the Office of Civil Defense, ensures greater flexibility and alignment with doctrine, allowing responders to select the most effective structure based on the incident;
- The Bill speaks to the activation of emergency management operations rather than the mobilization of the emergency management plan in advance of an actual disaster;
- Based on comments provided by the Office of Civil Defense, the Bill requires the Guam Comprehensive Emergency Management Plan to include information relative to the designation, roles, and responsibilities of agencies and personnel supporting Emergency Support Functions (ESFs) within the Emergency Operations Center (EOC). According to the Office of Civil Defense, in the Federal Emergency Management Agency's National Response Framework, ESFs are not a singular team within the EOC. ESFs are functional groupings of agencies and organizations that provide coordinated support during an emergency;
- The Bill requires that amendments to the Guam Comprehensive Emergency Management Plan following enactment shall not require legislative approval, provided that amendments shall be approved by the Governor of Guam and a copy of the Guam Comprehensive Emergency Management Plan, as amended, shall be submitted to the Speaker of *I Liheslaturan Guåhan* within thirty (30) days following approval; and
- The Bill further requires that a copy of the Guam Comprehensive Emergency Management Plan, as amended from time to time, shall be provided to the Compiler of Laws for publication on its website.

The Committee finds that the aforementioned amendments to Bill No. 66-38 (COR) are necessary to guide and support local emergency management efforts through effective and efficient disaster preparedness, response, recovery, and mitigation planning.

Accordingly, the Committee hereby reports out Bill No. 66-38 (COR), as amended by the Committee on Public Safety, Emergency Management, and Guam National Guard with the recommendation **TO DO PASS**.

I MINA'TRENTAI OCHO NA LIHESLATURAN GUÁHAN
2025 (FIRST) Regular Session

Bill No. 66 -38 (COR)

Introduced by:

Frank F. Blas Jr. 

**AN ACT TO ADD A NEW §65121 TO CHAPTER 65,
DIVISION 3 TITLE 10 GUAM CODE ANNOTATED
RELATIVE TO CODIFYING THE GUAM
COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN (GCEMP) AND REQUIRING AN ANNUAL
REVIEW AND EXERCISE OF THE PLAN.**

1 **BE IT ENACTED BY THE PEOPLE OF GUAM:**

2 **Section 1. Legislative Findings and Intent.** In 2004, the Government
3 of Guam through the Guam Homeland Security/Office of Civil Defense established
4 the Guam Comprehensive Emergency Management Plan (GCEMP) as a guide to
5 responding to all emergencies, and all catastrophic, major, and minor disasters. The
6 plan provides guidance for all levels of government to mobilize as a unified
7 emergency organization to safeguard the well-being of Guam's residents and
8 visitors. The plan was updated in 2016, however, despite it having a provision that
9 called for an annual formal review and exercise, neither have occurred since.

10 The Government of Guam's response to the onset and devastation of Typhoon
11 Mawar to the island in May of this year was categorized by Mayors and first
12 responders as chaotic and poorly managed. It was stated by many that it appeared

1 that there was no plan in the way the preparation, response, or immediate recovery
2 operations were carried out.

3 On September 11, 2023, a study was initiated throughout the government of
4 Guam on readiness, response, and recovery capabilities of each entity. In conducting
5 the study, information was requested for the address and structure type for each
6 facility utilized, a list of all vehicles and equipment critical to the agency operations,
7 a copy of the agency's Continuity of Operations Plan (details of where operations
8 will resume should a facility be deemed destroyed or unable to occupy) and
9 Continuity of Command Plan (who assumes authority and control should the agency
10 head or critical person become unexpectedly incapacitated or unavailable).

11 While almost every agency was responsive to the information request, *I*
12 *Liheslatura* finds it disturbing that more than half had no Continuity of Operations
13 Plan or an updated Continuity of Command Plan. With the absence of these plans,
14 it was easy to surmise that emergency management plans have not been regularly
15 reviewed, exercised, or updated.

16 *I Liheslatura* finds that the latest (2016) version of the GCEM contains
17 provisions that require government of Guam agencies to have a Continuity of
18 Operations Plan that also addresses the continuity of command. The GCEMP also
19 included the periodic requirement to exercise, review, and improve the plan.

20 It is the intent of *I Liheslatura* to codify the GCEMP and to statutorily require
21 an annual review and exercise of the plan. It is further the intent of *I Liheslatura* to
22 also require an after-action report on the review and exercise inclusive of revision
23 and improvement recommendations to *I Maga'Hågan Guåhan* and to *I Liheslatura's*
24 committee with oversight on Homeland Security and Civil Defense matters.

25 **Section 2. A new Subsection §65121 to Chapter 65 Division 3 of Title 10**
26 **Guam Code Annotated is hereby added to read:**

27 “§65121. Guam Comprehensive Emergency Management Plan.

1 (a) The Guam Homeland Security/Office of Civil Defense shall update and
2 maintain a comprehensive, all-hazards emergency management plan for Guam
3 which shall include but not limited to:

4 (1) the identification and analysis of all natural, technological, or
5 human-caused hazards which could affect the island;

6 (2) the procedures to be used during emergencies for coordinating
7 local government of Guam resources, and if necessary, other resources
8 available from private-sector, military, non-profit organizations, other
9 jurisdictions, and other non-governmental entities;

10 (3) the use of the incident command system for multiagency and
11 multijurisdictional emergency responses;

12 (4) the procedure for resource cataloging and the procurement of
13 supplies and equipment for emergency preparedness, response, and recovery
14 operations;

15 (5) the procedure to request and receive supplies and equipment for
16 emergency preparedness, response, and recovery operations, commonly
17 known as resource management;

18 (6) the procedure and preparatory steps for the partial or full
19 mobilization of the emergency management plan in advance of an actual
20 disaster;

21 (7) the designation, roles, and responsibilities of the Emergency
22 Operations Center Emergency Support Function Team;

23 (8) the emergency powers of the Office of the Governor, the Guam
24 Homeland Security/Office of Civil Defense, the village Mayors, and the
25 Guam National Guard;

26 (9) the emergency declaration process;

27 (10) Continuity of Government and Continuity of Operations;

1 (11) emergency responders' communications and island-wide, multi-
2 lingual information dissemination plan; and

3 (12) plan review and exercise timetable.

4 (b) The Guam Comprehensive Emergency Management Plan shall be
5 reviewed, exercised, and revised and updated (if necessary) no longer than three
6 months upon enactment and at least annually thereafter. The exercise may focus on
7 any one of the plan's recognized hazards and the type of exercise shall be determined
8 and designed by Guam Homeland Security/Office of Civil Defense.

9 (c) Guam Homeland Security/Office of Civil Defense shall provide a
10 report to I Maga'Hågan Guåhan and I Liheslaturan Guåhan's committee with
11 oversight on Homeland Security and Civil Defense matters on the outcome of the
12 plan's review and exercise no later than 90 calendar days after the action. The report
13 shall include the hazard and type of exercise conducted, the shortfalls and response
14 gaps identified through the exercise, the steps taken to mitigate the shortfalls and
15 gaps, and recommendation for executive or legislative action.

16 **Section 3. Effective Date.** This Act shall be effective immediately upon
17 enactment.

I MINA'TRENTAI OCHO NA LIHESLATURAN GUÅHAN
2025 (FIRST) Regular Session

Bill No. 66-38 (COR)

Introduced by:

Frank F. Blas Jr.

**AN ACT TO ADD A NEW § 65121 TO DIVISION 3,
CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED,
RELATIVE TO CODIFYING THE GUAM
COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN (GCEMP) AND REQUIRING AN ANNUAL
REVIEW AND EXERCISE OF THE PLAN.**

BE IT ENACTED BY THE PEOPLE OF GUAM:

Section 1. Legislative Findings and Intent. In 2004, the government of Guam through the Guam Homeland Security/Office of Civil Defense established the Guam Comprehensive Emergency Management Plan (GCEMP) as a guide to responding to all emergencies, and all catastrophic, major, and minor disasters. The plan provides guidance for all levels of government to mobilize as a unified emergency organization to safeguard the well-being of Guam's residents and visitors. The plan was updated in 2016; however, despite the plan having a provision that called for an annual formal review and exercise, neither have occurred since then.

The government of Guam's response to the onset and devastation of Typhoon Mawar to the island in May 2023 was categorized by Mayors and first responders as chaotic and poorly managed. It was stated by many that it appeared that there was no plan in the way the preparation, response, or immediate recovery operations were carried out.

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3 the study, information was requested for the address and structure type for each
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10 *Liheslatura* finds it disturbing that more than half had no Continuity of Operations
11 Plan or an updated Continuity of Command Plan. With the absence of these plans,
12 it was easy to surmise that emergency management plans have not been regularly
13 reviewed, exercised, or updated.

14 *I Liheslatura* finds that the latest (2016) version of the GCEM contains
15 provisions that require government of Guam agencies to have a Continuity of
16 Operations Plan that also addresses the continuity of command. The GCEMP also
17 included the periodic requirement to exercise, review, and improve the plan.

18 Therefore, it is the intent of *I Liheslaturan Guåhan* to codify the GCEMP and
19 to statutorily require an annual review and exercise of the plan. It is further the intent
20 of *I Liheslaturan Guåhan* to also require that an after-action report on the review
21 and exercise inclusive of revision and improvement recommendations be provided
22 to *I Maga'hågan Guåhan* and the chairperson of the legislative committee with
23 oversight on Homeland Security and Civil Defense matters.

24 **Section 2.** A new § 65121 is hereby *added* to Division 3, Chapter 65, Title
25 10, Guam Code Annotated, to read:

26 **"§ 65121. Guam Comprehensive Emergency Management Plan.**

1 (a) The Guam Homeland Security/Office of Civil Defense shall
2 update and maintain a comprehensive, all-hazards emergency management
3 plan for Guam which shall include, but not be limited to:

4 (1) the identification and analysis of all natural, technological,
5 or human-caused hazards which could affect the island;

6 (2) the procedures to be used during emergencies for
7 coordinating local government of Guam resources, and if necessary,
8 other resources available from private sector, military, nonprofit
9 organizations, other jurisdictions, and other nongovernmental entities;

10 (3) the use of the incident command system for multiagency
11 and multijurisdictional emergency responses;

12 (4) the procedure for resource cataloging and the procurement
13 of supplies and equipment for emergency preparedness, response, and
14 recovery operations;

15 (5) the procedure to request and receive supplies and
16 equipment for emergency preparedness, response, and recovery
17 operations, commonly known as resource management;

18 (6) the procedure and preparatory steps for the partial or full
19 mobilization of the emergency management plan in advance of an
20 actual disaster;

21 (7) the designation, roles, and responsibilities of the
22 Emergency Operations Center Emergency Support Function Team;

23 (8) the emergency powers of the Office of the Governor, the
24 Guam Homeland Security/Office of Civil Defense, the village Mayors,
25 and the Guam National Guard;

26 (9) the emergency declaration process;

27 (10) the continuity of government and continuity of operations;

1 (11) the emergency responders' communications and
2 islandwide, multi-lingual information dissemination plan; and

3 (12) the plan review and exercise timetable.

4 (b) The Guam Comprehensive Emergency Management Plan shall
5 be reviewed, exercised, and revised and updated (if necessary) no longer than
6 three (3) months upon enactment of this Section and at least annually
7 thereafter. The exercise may focus on any one of the plan's recognized
8 hazards and the type of exercise shall be determined and designed by Guam
9 Homeland Security/Office of Civil Defense.

10 (c) Guam Homeland Security/Office of Civil Defense shall provide
11 a report to *I Maga'hågan Guåhan* and the chairperson of the legislative
12 committee with oversight on Homeland Security and Civil Defense matters
13 on the outcome of the plan's review and exercise no later than ninety (90)
14 calendar days after the action. The report shall include the hazards and type
15 of exercises conducted, the shortfalls and response gaps identified through the
16 exercises, the steps taken to mitigate the shortfalls and gaps, and
17 recommendations for executive or legislative actions."

18 **Section 3. Effective Date.** This Act shall be effective upon enactment.

I MINA'TRENTAI OCHO NA LIHESLATURAN GUÅHAN
2025 (FIRST) Regular Session

Bill No. 66-38 (COR)

As Amended by the Committee on Public Safety,
Emergency Management, and Guam National Guard

Introduced by:

Frank F. Blas Jr.

**AN ACT TO ADD A NEW § 65121 TO DIVISION 3,
CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED,
RELATIVE TO CODIFYING THE GUAM
COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN (GCEMP) AND REQUIRING AN ANNUAL
REVIEW AND EXERCISE OF THE PLAN.**

BE IT ENACTED BY THE PEOPLE OF GUAM:

Section 1. Legislative Findings and Intent. In 2004, the government of Guam through the Guam Homeland Security/Office of Civil Defense established the Guam Comprehensive Emergency Management Plan (GCEMP) as a guide to responding to all emergencies, and all catastrophic, major, and minor disasters. The plan provides guidance for all levels of government to mobilize as a unified emergency organization to safeguard the well-being of Guam's residents and visitors. The plan was updated in 2016; however, despite the plan having a provision that called for an annual formal review and exercise, neither have occurred since then.

The government of Guam's response to the onset and devastation of Typhoon Mawar to the island in May 2023 was categorized by Mayors and first responders as chaotic and poorly managed. It was stated by many that it appeared that there was

1 no plan in the way the preparation, response, or immediate recovery operations were
2 carried out.

3 On September 11, 2023, a study was initiated throughout the government of
4 Guam on readiness, response, and recovery capabilities of each entity. In conducting
5 the study, information was requested for the address and structure type for each
6 facility utilized, a list of all vehicles and equipment critical to the agency operations,
7 a copy of the agency's Continuity of Operations Plan (details of where operations
8 will resume should a facility be deemed destroyed or unable to occupy) and
9 Continuity of Command Plan (who assumes authority and control should the agency
10 head or critical person become unexpectedly incapacitated or unavailable).

11 While almost every agency was responsive to the information request, *I*
12 *Liheslatura* finds it disturbing that more than half had no Continuity of Operations
13 Plan or an updated Continuity of Command Plan. With the absence of these plans,
14 it was easy to surmise that emergency management plans have not been regularly
15 reviewed, exercised, or updated.

16 *I Liheslatura* finds that the latest (2016) version of the GCEM contains
17 provisions that require government of Guam agencies to have a Continuity of
18 Operations Plan that also addresses the continuity of command. The GCEMP also
19 included the periodic requirement to exercise, review, and improve the plan.

20 Therefore, it is the intent of *I Liheslaturan Guåhan* to codify the GCEMP and
21 to statutorily require an annual review and exercise of the plan. It is further the intent
22 of *I Liheslaturan Guåhan* to also require that an after-action report on the review
23 and exercise inclusive of revision and improvement recommendations be provided
24 to *I Maga'hågan Guåhan* and the chairperson of the legislative committee with
25 oversight on Homeland Security and Civil Defense matters.

26 **Section 2.** A new § 65121 is hereby *added* to Division 3, Chapter 65, Title
27 10, Guam Code Annotated, to read:

1 **“§ 65121. Guam Comprehensive Emergency Management Plan.**

2 (a) The Office of Civil Defense in coordination with Guam
3 Homeland Security shall update and maintain the comprehensive, all-hazards
4 emergency management plan for Guam, attached hereto as the Guam
5 Comprehensive Emergency Management Plan (Exhibit A) which shall
6 include, but not be limited to:

7 (1) the identification and analysis of all natural, technological,
8 or human-caused hazards which could affect the island;

9 (2) the procedures to be used during emergencies for
10 coordinating local government of Guam resources, and if necessary,
11 other resources available from private sector, military, nonprofit
12 organizations, other jurisdictions, and other nongovernmental entities;

13 (3) the use of appropriate command and coordination
14 structures under the National Incident Management System (NIMS) for
15 multiagency and multijurisdictional emergency responses;

16 (4) the procedure for resource cataloging and the procurement
17 of supplies and equipment for emergency preparedness, response, and
18 recovery operations;

19 (5) the procedure to request and receive supplies and
20 equipment for emergency preparedness, response, and recovery
21 operations, commonly known as resource management;

22 (6) the procedure and preparatory steps for the partial or full
23 activation of the emergency management plan in advance of an actual
24 disaster;

25 (7) the designation, roles, and responsibilities of agencies and
26 personnel supporting Emergency Support Functions (ESF's) within the
27 Emergency Operations Center (EOC);

1 (8) the emergency powers of the Office of the Governor, the
2 Office of Civil Defense, Guam Homeland Security, the village Mayors,
3 and the Guam National Guard;

4 (9) the emergency declaration process;

5 (10) the continuity of government and continuity of operations;

6 (11) the emergency responders' communications and
7 islandwide, multi-lingual information dissemination plan; and

8 (12) the plan review and exercise timetable.

9 (b) The Guam Comprehensive Emergency Management Plan shall
10 be reviewed, exercised, and revised and updated (if necessary) no longer than
11 three (3) months upon enactment of this Section and at least annually
12 thereafter. The exercise may focus on any one of the plan's recognized
13 hazards and the type of exercise shall be determined and designed by the
14 Office of Civil Defense in coordination with Guam Homeland Security.
15 Amendments to the Guam Comprehensive Emergency Management Plan
16 attached hereto as "Exhibit A" of this Act shall not require legislative
17 approval, provided that amendments shall be approved by the Governor of
18 Guam and a copy of the Guam Comprehensive Emergency Management Plan,
19 as amended, shall be submitted to the Speaker of *I Liheslaturan Guåhan*
20 within thirty (30) days following approval. A copy of the Guam
21 Comprehensive Emergency Management Plan, as amended from time to time,
22 shall be provided to the Compiler of Laws for publication on its website.

23 (c) The Office of Civil Defense in coordination with Guam
24 Homeland Security shall provide a report to *I Maga'hågan Guåhan* and the
25 chairperson of the legislative committee with oversight on Homeland Security
26 and Civil Defense matters on the outcome of the plan's review and exercise
27 no later than ninety (90) calendar days after the action. The report shall include

1 the hazards and type of exercises conducted, the shortfalls and response gaps
2 identified through the exercises, the steps taken to mitigate the shortfalls and
3 gaps, and recommendations for executive or legislative actions.”

4 **Section 3. Effective Date.** This Act shall be effective upon enactment.

EXHIBIT A

GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

DECEMBER 2016



THE TERRITORY OF GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

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RECORD OF CHANGES

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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 ¹. The accommodation and food services sector is the largest industry in Guam, which in 2007 employed approximately 22 percent ² of total island civilian working population, with an additional 22 percent ² of the workforce also employed in businesses that directly support the tourism industry. In 2011, 99.2 percent ³ 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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- ¹ Table VS-01, Guam 2010 Statistical Yearbook Updates, 2011 data
 - ² 2011 Guam Hazard Mitigation Plan (HMP)
 - ³ 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

ESF #	Emergency Support Function	Primary Agency/Organization
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/OCD) 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 it 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

Guam Homeland Security Office of Civil Defense
• 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
National Oceanographic and Atmospheric Administration (NOAA)
• Chatty Beetle
Guam Police Department
• 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.

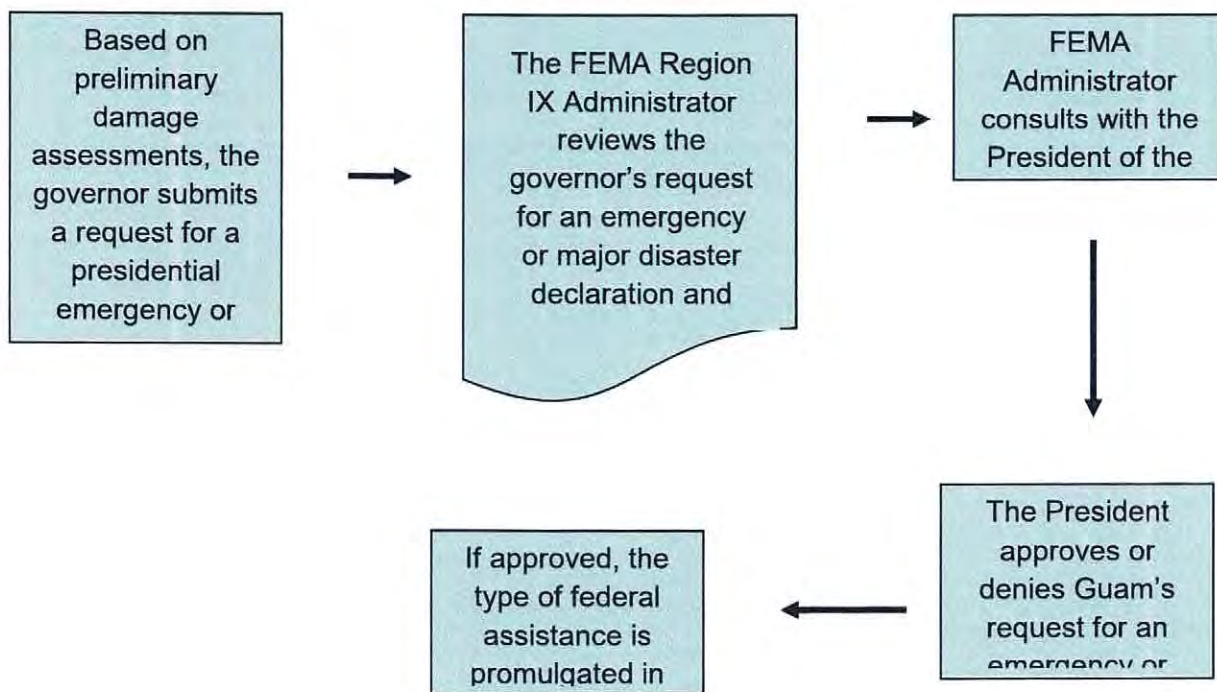
- f. Depending on the nature of the hazard, Government of Guam agencies, and departments, as well as other emergency response organizations will determine the need to activate their COG and/or COOP plans.
- g. The EOC ESF Team initiates response and recovery activities to assist the impacted areas.
- 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
Normal Operations/Level 4	Duty Officers/Normal Operations
Level 3	EOC Director, command and special staff and select staff members, (Multi-Agency Coordinator, and Action Tracker).
Level 2	Level 3 plus selected Emergency Support Functions.
Level 1	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.

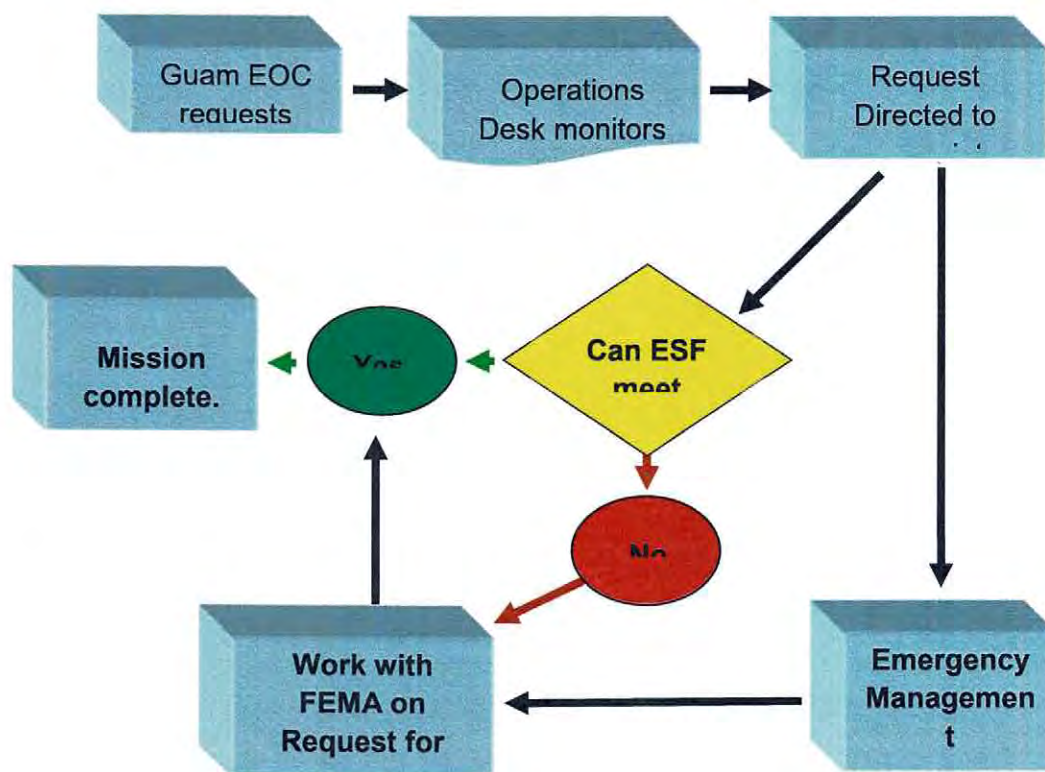
4. Village Resource Requests

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

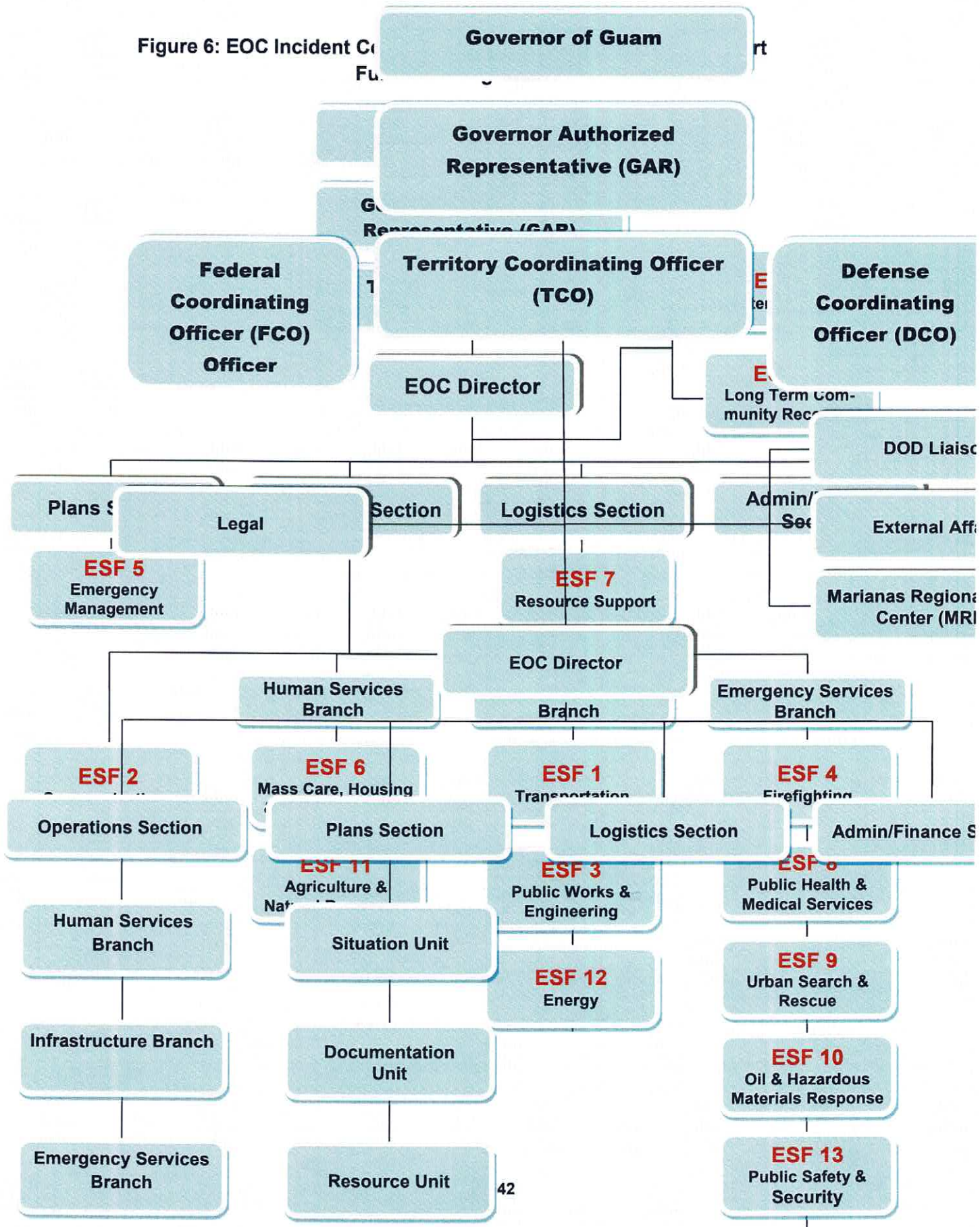
Unified command is required when an incident impacts the jurisdictional or functional responsibility of more than one agency. As an essential tenet of ICS, unified command is a structure that brings together the "Incident Commanders" of all major organizations that have jurisdictional and functional 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

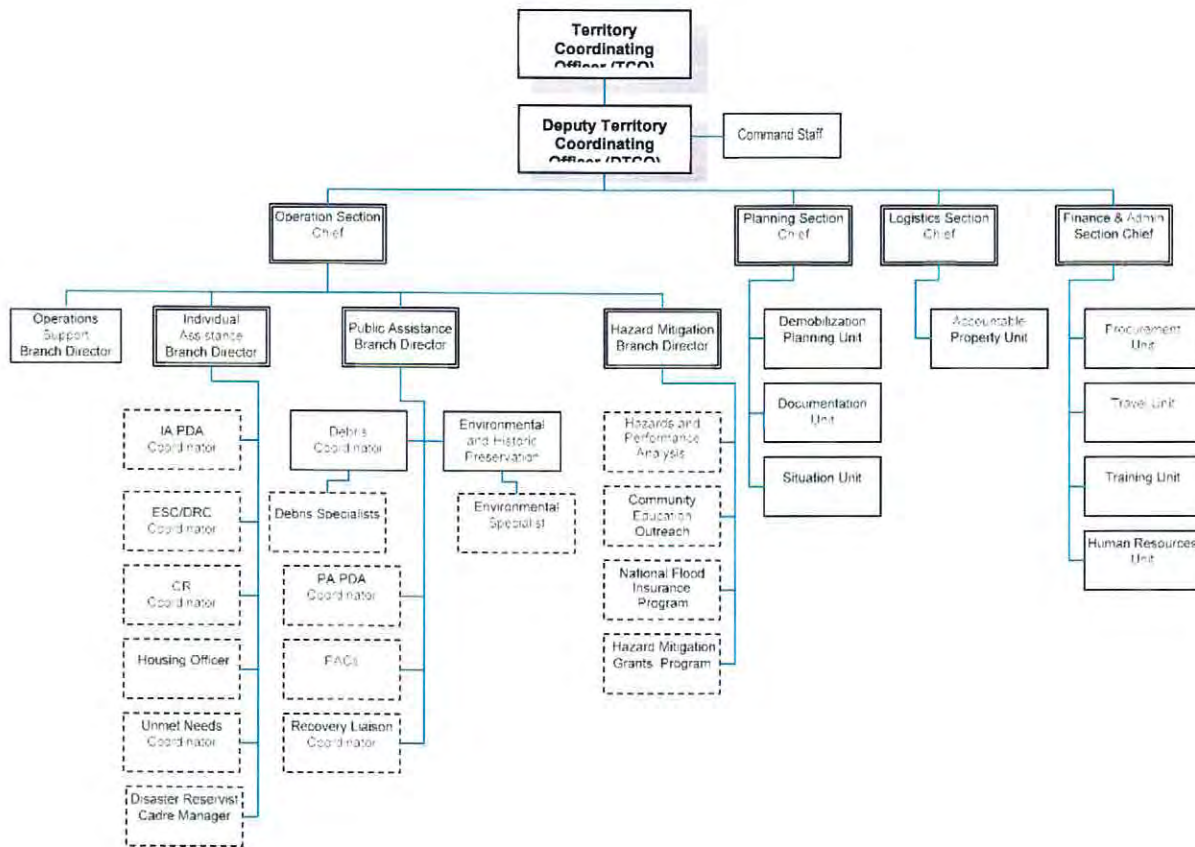
When a state of emergency is declared by the Governor, the EOC Director will initiate response operations to assist communities impacted by the event. As response operations are underway, the EOC ESF Team will simultaneously begin the planning of recovery operations. To meet this objective, the lead 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.

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 ceded, 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
EEI	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

COMMITTEE MARKUP

I MINA'TRENTAI OCHO NA LIHESLATURAN GUÁHAN 2025 (FIRST) Regular Session

Bill No. 66-38 (COR)

As Amended by the Committee on Public Safety,
Emergency Management, and Guam National Guard

Introduced by:

Frank F. Blas Jr.

**AN ACT TO ADD A NEW § 65121 TO DIVISION 3,
CHAPTER 65, TITLE 10, GUAM CODE ANNOTATED,
RELATIVE TO CODIFYING THE GUAM
COMPREHENSIVE EMERGENCY MANAGEMENT
PLAN (GCEMP) AND REQUIRING AN ANNUAL
REVIEW AND EXERCISE OF THE PLAN.**

BE IT ENACTED BY THE PEOPLE OF GUAM:

Section 1. Legislative Findings and Intent. In 2004, the government of Guam through the Guam Homeland Security/Office of Civil Defense established the Guam Comprehensive Emergency Management Plan (GCEMP) as a guide to responding to all emergencies, and all catastrophic, major, and minor disasters. The plan provides guidance for all levels of government to mobilize as a unified emergency organization to safeguard the well-being of Guam's residents and visitors. The plan was updated in 2016; however, despite the plan having a provision that called for an annual formal review and exercise, neither have occurred since then.

The government of Guam's response to the onset and devastation of Typhoon Mawar to the island in May 2023 was categorized by Mayors and first responders as chaotic and poorly managed. It was stated by many that it appeared that there was

1 no plan in the way the preparation, response, or immediate recovery operations were
2 carried out.

3 On September 11, 2023, a study was initiated throughout the government of
4 Guam on readiness, response, and recovery capabilities of each entity. In conducting
5 the study, information was requested for the address and structure type for each
6 facility utilized, a list of all vehicles and equipment critical to the agency operations,
7 a copy of the agency's Continuity of Operations Plan (details of where operations
8 will resume should a facility be deemed destroyed or unable to occupy) and
9 Continuity of Command Plan (who assumes authority and control should the agency
10 head or critical person become unexpectedly incapacitated or unavailable).

11 While almost every agency was responsive to the information request, *I*
12 *Liheslatura* finds it disturbing that more than half had no Continuity of Operations
13 Plan or an updated Continuity of Command Plan. With the absence of these plans,
14 it was easy to surmise that emergency management plans have not been regularly
15 reviewed, exercised, or updated.

16 *I Liheslatura* finds that the latest (2016) version of the GCEM contains
17 provisions that require government of Guam agencies to have a Continuity of
18 Operations Plan that also addresses the continuity of command. The GCEMP also
19 included the periodic requirement to exercise, review, and improve the plan.

20 Therefore, it is the intent of *I Liheslaturan Guåhan* to codify the GCEMP and
21 to statutorily require an annual review and exercise of the plan. It is further the intent
22 of *I Liheslaturan Guåhan* to also require that an after-action report on the review
23 and exercise inclusive of revision and improvement recommendations be provided
24 to *I Maga'hâgan Guåhan* and the chairperson of the legislative committee with
25 oversight on Homeland Security and Civil Defense matters.

26 **Section 2.** A new § 65121 is hereby *added* to Division 3, Chapter 65, Title
27 10, Guam Code Annotated, to read:

1 **“§ 65121. Guam Comprehensive Emergency Management Plan.**

2 (a) The ~~Guam Homeland Security~~Office of Civil Defense in
3 coordination with Guam Homeland Security shall update and maintain ~~the~~
4 comprehensive, all-hazards emergency management plan for Guam, attached
5 hereto as the Guam Comprehensive Emergency Management Plan (Exhibit
6 A) which shall include, but not be limited to:

7 (1) the identification and analysis of all natural, technological,
8 or human-caused hazards which could affect the island;

9 (2) the procedures to be used during emergencies for
10 coordinating local government of Guam resources, and if necessary,
11 other resources available from private sector, military, nonprofit
12 organizations, other jurisdictions, and other nongovernmental entities;

13 (3) the use of appropriate command and coordination
14 structures under the National Incident Management System (NIMS)~~the~~
15 ~~incident command system~~ for multiagency and multijurisdictional
16 emergency responses;

17 (4) the procedure for resource cataloging and the procurement
18 of supplies and equipment for emergency preparedness, response, and
19 recovery operations;

20 (5) the procedure to request and receive supplies and
21 equipment for emergency preparedness, response, and recovery
22 operations, commonly known as resource management;

23 (6) the procedure and preparatory steps for the partial or full
24 activation~~mobilization~~ of the emergency management plan in advance
25 of an actual disaster;

26 (7) the designation, roles, and responsibilities of agencies and
27 personnel supporting Emergency Support Functions (ESF's) within the

1 Emergency Operations Center (EOC) ~~Emergency Support Function~~
2 ~~Team~~;

3 (8) the emergency powers of the Office of the Governor, the
4 ~~Guam Homeland Security~~/Office of Civil Defense, Guam Homeland
5 Security, the village Mayors, and the Guam National Guard;

6 (9) the emergency declaration process;

7 (10) the continuity of government and continuity of operations;

8 (11) the emergency responders' communications and
9 islandwide, multi-lingual information dissemination plan; and

10 (12) the plan review and exercise timetable.

11 (b) The Guam Comprehensive Emergency Management Plan shall
12 be reviewed, exercised, and revised and updated (if necessary) no longer than
13 three (3) months upon enactment of this Section and at least annually
14 thereafter. The exercise may focus on any one of the plan's recognized
15 hazards and the type of exercise shall be determined and designed by ~~Guam~~
16 ~~Homeland Security~~/the Office of Civil Defense in coordination with Guam
17 Homeland Security. Amendments to the Guam Comprehensive Emergency
18 Management Plan attached hereto as "Exhibit A" of this Act shall not require
19 legislative approval, provided that amendments shall be approved by the
20 Governor of Guam and a copy of the Guam Comprehensive Emergency
21 Management Plan, as amended, shall be submitted to the Speaker of /
22 *Liheslaturan Guåhan* within thirty (30) days following approval. A copy of
23 the Guam Comprehensive Emergency Management Plan, as amended from
24 time to time, shall be provided to the Compiler of Laws for publication on its
25 website.

26 (c) ~~Guam Homeland Security~~/The Office of Civil Defense in
27 coordination with Guam Homeland Security shall provide a report to /

1 Maga'hāgan Guāhan and the chairperson of the legislative committee with
2 oversight on Homeland Security and Civil Defense matters on the outcome of
3 the plan's review and exercise no later than ninety (90) calendar days after the
4 action. The report shall include the hazards and type of exercises conducted,
5 the shortfalls and response gaps identified through the exercises, the steps
6 taken to mitigate the shortfalls and gaps, and recommendations for executive
7 or legislative actions."

8 **Section 3. Effective Date.** This Act shall be effective upon enactment.

EXHIBIT A

GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

DECEMBER 2016



THE TERRITORY OF GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

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RECORD OF CHANGES

[illegible]

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 ¹. The accommodation and food services sector is the largest industry in Guam, which in 2007 employed approximately 22 percent ² of total island civilian working population, with an additional 22 percent ² of the workforce also employed in businesses that directly support the tourism industry. In 2011, 99.2 percent ³ 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.

-
- ¹ Table VS-01, Guam 2010 Statistical Yearbook Updates, 2011 data
 - ² 2011 Guam Hazard Mitigation Plan (HMP)
 - ³ 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

ESF #	Emergency Support Function	Primary Agency/Organization
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/OCD) 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

Guam Homeland Security Office of Civil Defense
• 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
National Oceanographic and Atmospheric Administration (NOAA)
• Chatty Beetle
Guam Police Department
• 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.

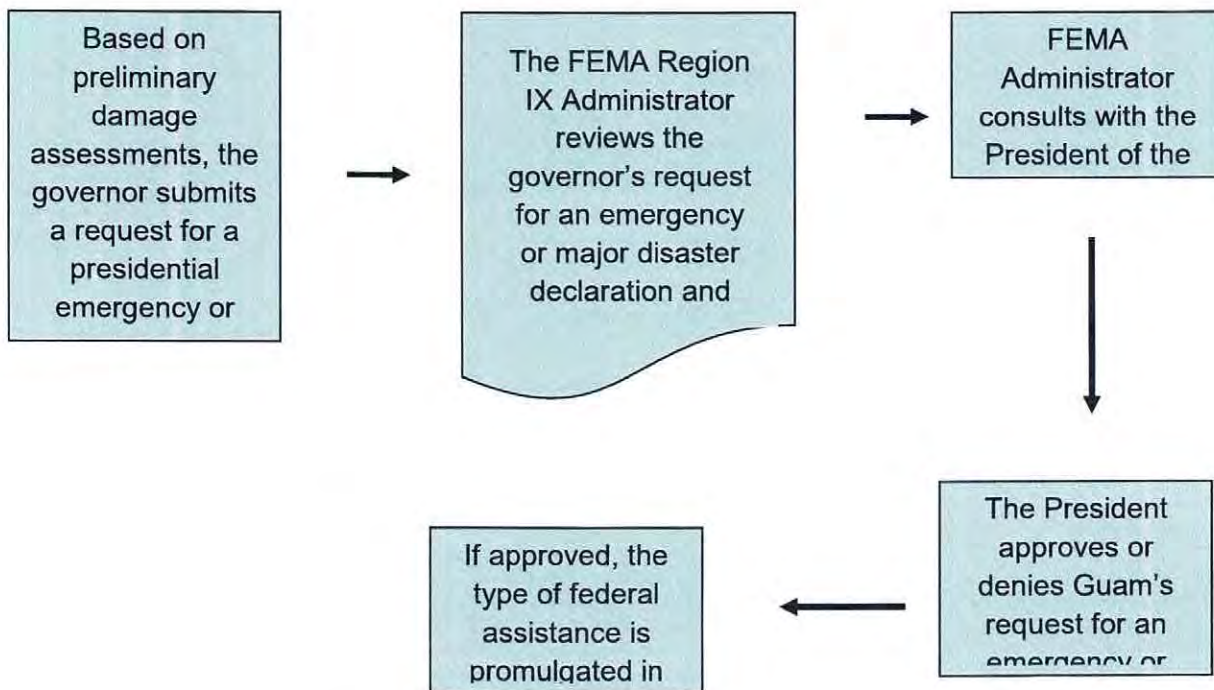
- f. Depending on the nature of the hazard, Government of Guam agencies, and departments, as well as other emergency response organizations will determine the need to activate their COG and/or COOP plans.
- g. The EOC ESF Team initiates response and recovery activities to assist the impacted areas.
- 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
Normal Operations/Level 4	Duty Officers/Normal Operations
Level 3	EOC Director, command and special staff and select staff members, (Multi-Agency Coordinator, and Action Tracker).
Level 2	Level 3 plus selected Emergency Support Functions.
Level 1	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

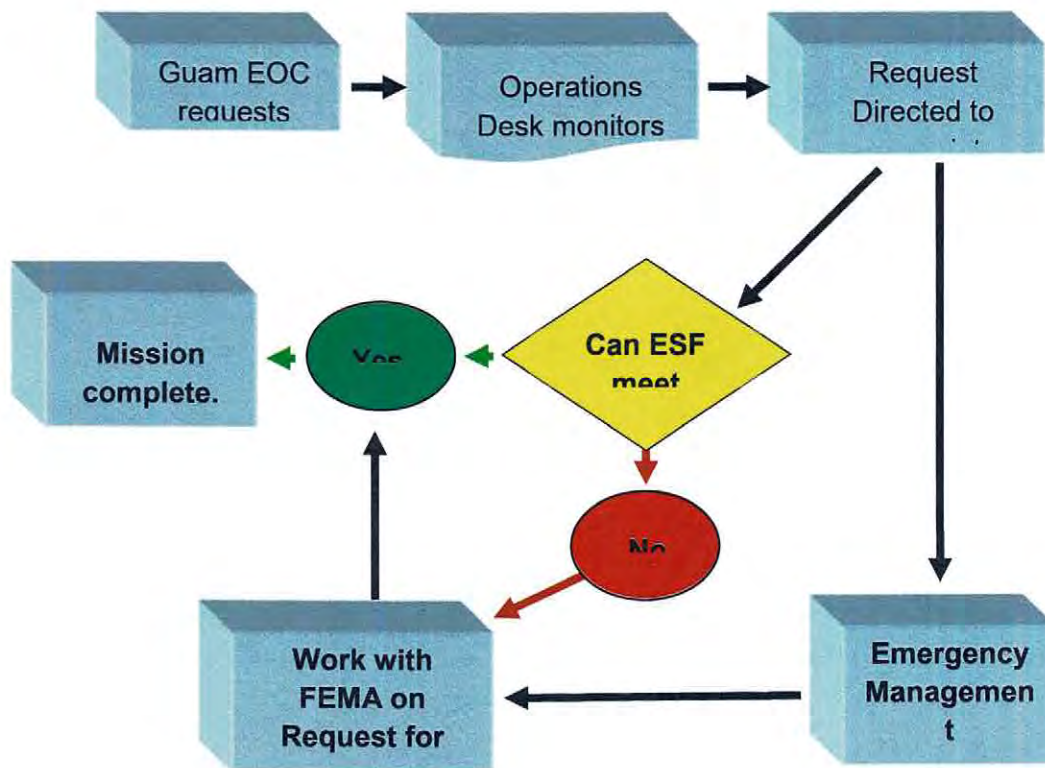
Resources will be identified by the Logistics Section, and if approved by the EOC Director/TCO, procured with the assistance of the Finance and Administration Section, or requested from federal assets/resources. Resource needs will be estimated by the Logistics Section using established algorithms with 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

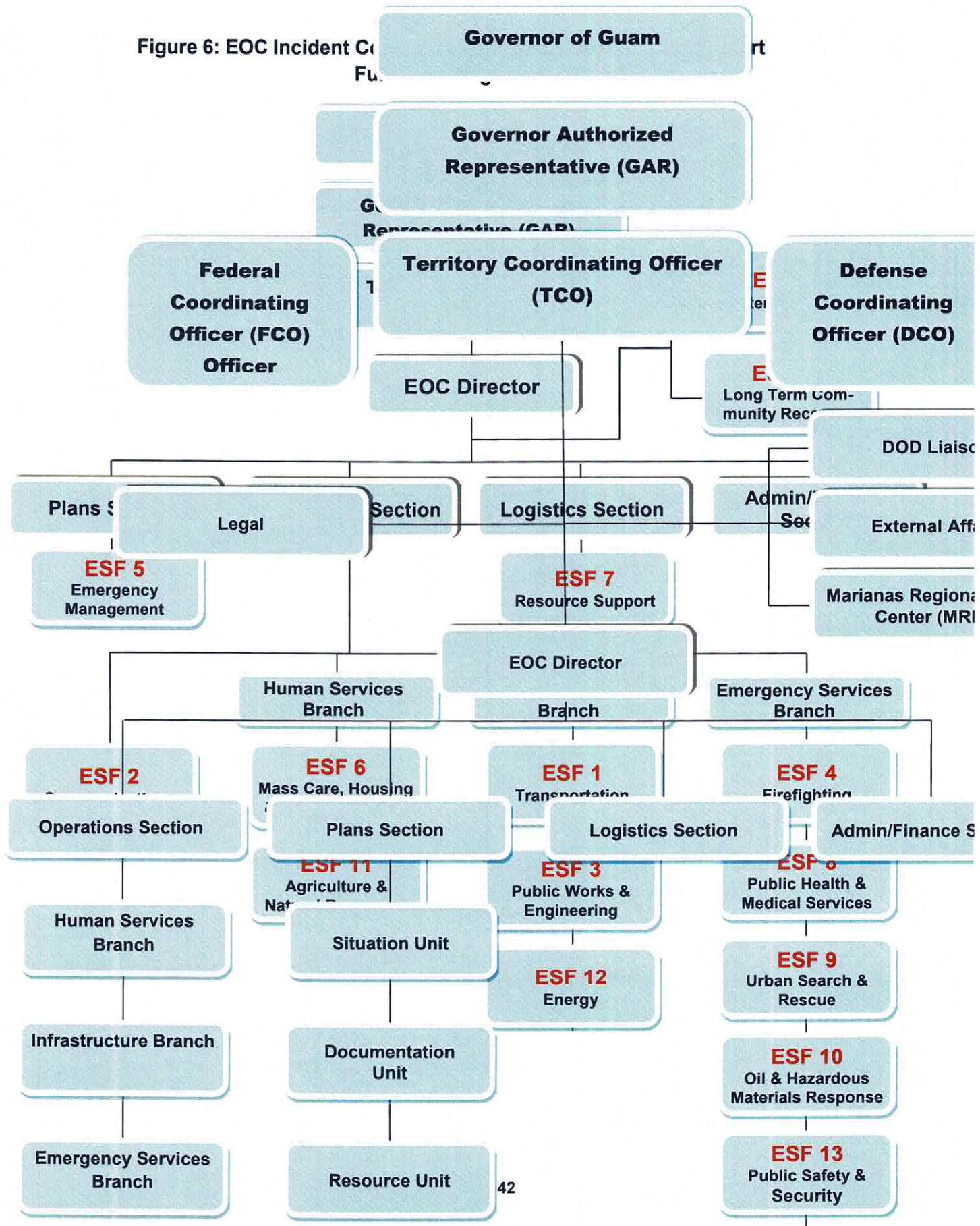
Unified command is required when an incident impacts the jurisdictional or functional responsibility of more than one agency. As an essential tenet of ICS, unified command is a structure that brings together the "Incident Commanders" of all major organizations that have jurisdictional and functional 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

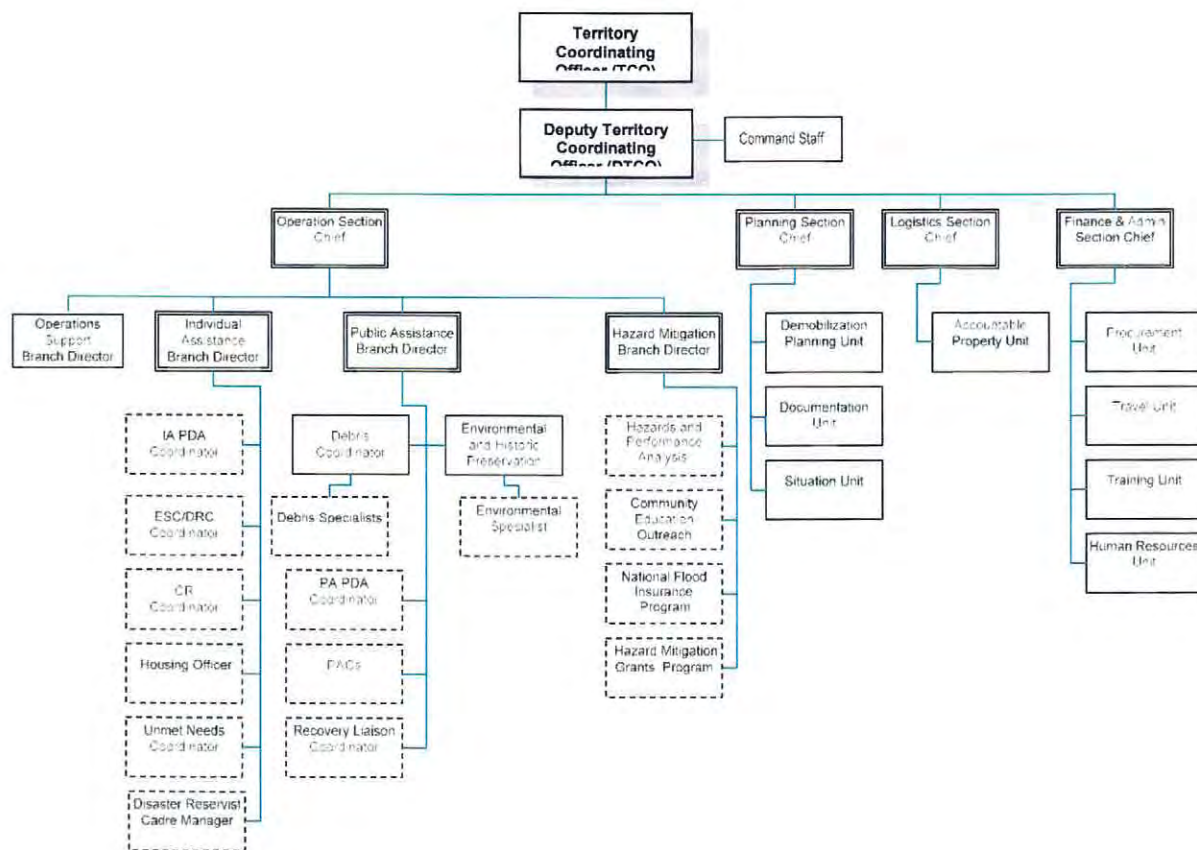
When a state of emergency is declared by the Governor, the EOC Director will initiate response operations to assist communities impacted by the event. As response operations are underway, the EOC ESF Team will simultaneously begin the planning of recovery operations. To meet this objective, the lead 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.

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 ceded, 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
EEI	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

Bureau of Budget & Management Research
Fiscal Note of Bill No. 66-38 (COR)

AN ACT TO ADD A NEW §65121 TO CHAPTER 65, DIVISION 3 TITLE 10 GUAM CODE ANNOTATED RELATIVE TO CODIFYING THE GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (GCEMP) AND REQUIRING AN ANNUAL REVIEW AND EXERCISE OF THE PLAN.

Department/Agency Appropriation Information

Dept./Agency Affected: Government of Guam Wide	Dept./Agency Head: Honorable Lourdes A. Leon Guerrero, Governor of Guam
Department's General Fund (GF) appropriation(s) to date:	\$906,464,877
Department's Other Fund (Specify) appropriation(s) to date: All Special Funds per P.L. 37-125	\$212,273,986
Total Department/Agency Appropriation(s) to date:	\$1,118,738,863

Fund Source Information of Proposed Appropriation

	General Fund:	(Specify Special Fund):	Total:
FY 2024 Unreserved Fund Balance		\$0	\$0
FY 2025 Adopted Revenues	\$0	\$0	\$0
FY 2025 Approp. (P.L. 37-125)	\$0	\$0	\$0
Sub-total:	\$0	\$0	\$0
Less appropriation in Bill	\$0	\$0	\$0
Total:	\$0	\$0	\$0

Estimated Fiscal Impact of Bill

	One Full Fiscal Year	For Remainder of FY 2025 (if applicable)	FY 2026	FY 2027	FY 2028	FY 2029
General Fund 1/	\$0	\$0	\$0	\$0	\$0	\$0
Special Fund 1/	\$0	\$0	\$0	\$0	\$0	\$0
Total 1/	\$0	\$0	\$0	\$0	\$0	\$0

1. Does the bill contain "revenue generating" provisions? / / Yes /X/ No
If Yes, see attachment
2. Is amount appropriated adequate to fund the intent of the appropriation? /X/ N/A / / Yes / / No
If no, what is the additional amount required? \$ /X/ N/A
3. Does the Bill establish a new program/agency? / / Yes /X/ No
If yes, will the program duplicate existing programs/agencies? /X/ N/A / / Yes / / No
Is there a federal mandate to establish the program/agency? / / Yes /X/ No
4. Will the enactment of this Bill require new physical facilities? / / Yes /X/ No
5. Was Fiscal Note coordinated with the affected dept./agency? If no, indicate reason: /X/ Yes / / No
/ / Requested agency comments not received by due date / / Other:

Analyst: Louis Schmelzinger
Louis Schmelzinger

Date: 03/05/2025

Director: Lester L. Carlson, Jr.

Date: MAR 06 2025

Notes:

1/ See attached comments.

Bureau of Budget and Management Research
Comments on Bill No. 66-38 (COR)

The proposed legislation intends to add a new § 65121 to Chapter 65, Division 3, Title 10 of the Guam Code Annotated, to codify the Guam Comprehensive Emergency Management Plan (GCEMP) and require an annual review and exercise of the plan.

Per comments provided by the Guam Homeland Security/Office of Civil Defense (GHS/OCD), as the bill proposes to mandate an annual review and exercise of the GCEMP, the estimated fiscal impact is approximately \$196K per annum. Specifically, funds would be required for Salaries and Fringe Benefits for a Planner III (\$72,612) and a Program Coordinator III (\$72,612), Computers (\$3,000), Supplies (\$2,500), Planning Meetings Venue Rental Costs (\$7,500) and Indirect Costs (\$37,783) (if applicable). The GHS/OCD also cites the potential additional costs for planning meetings and unforeseen logistical expenses.

Lastly, the Bureau notes that the implementation of the bill may increase personnel and supply costs across different Government of Guam departments/agencies in order for them to establish and/or annually update their Continuity of Operations Plan and Continuity of Command Plan in response to the GHS/OCD's annual update of the GCEMP.