

***I MINA'TRENTAI OCHO NA LIHESLATURAN GUÁHAN***  
**Informational Briefing/Hearing/ Oversight Hearing / Roundtable Hearing**

STANDING COMMITTEE / SENATOR	HEARING	COMMITTEE REPORT	HEARING DATE	DATE COMMITTEE REPORT FILED	NOTES
Committee on Public Safety, Emergency Management, and Guam National Guard.	Oversight Hearing	Digital Committee Report on the Oversight Hearing on the Guam Fire Department	1/12/26 2:00 p.m.	3/19/26	



OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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

March 16, 2026


**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 the Guam Fire Department (GFD) Oversight Hearing**

*Håfa Adai* Speaker Blas:

Transmitted herewith is the Committee Report relative to the Guam Fire Department (GFD) Oversight Hearing which was conducted by the Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) on January 12, 2026.

Please contact our office if you have any questions or wish to discuss this matter further.

Sincerely,

  
**SHAWN GUMATAOTAO**

Chairman

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



COMMITTEE ON RULES

**RECEIVED:**

March 16, 2026 9:24 a.m.

*Marie Crisostomo*



OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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

## COMMITTEE REPORT

Oversight Hearing  
Guam Fire Department



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

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## First Notice of Oversight Hearing - Monday, January 12, 2026, 2:00 p.m.

2 messages

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

Mon, Jan 5, 2026 at 12:06 PM

To: phnotice@guamlegislature.gov

Cc: "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 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 <joann.camacho@guamlegislature.gov>, Guam Legislature Clerks <clerks@guamlegislature.gov>, Legislative Counsel <legislativecounsel@guamlegislature.gov>, Ed Pocaigue <sgtarms@guamlegislature.gov>, news@guampdn.com, Maureen Maratita <publisher@glimpsesofiguam.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@glimpsesofiguam.com, editor@glimpsesofiguam.com, reporter2@glimpsesofiguam.com, kyle@power98.com, patti@thewave105.com, dice@power98.com, reese@power98.com, marc@postguam.com, dick.sheffield@abc.com, ready@guamwebz.com, thomas.manglona@marianaspress.com, local@bayareanewsgroup.com, local@bakersfield.com, runner@csub.edu, jimk@ebpublishing.com, tritonscalluog@gmail.com, nestor@postguam.com, Jenna Blas <jenna.g.blas@ghs.guam.gov>

January 5, 2026

### **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 Oversight Hearing - Monday, January 12, 2026, 2:00 p.m.**

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- **Guam Fire Department**

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- Update on E-911 Fund Collections
- Shift Work-GFD Command Staff

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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



**1.5.26 First Notice of Oversight Hearing - GFD.pdf**  
262K

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**Ed Pocaigue** <[sgtarms@guamlegislature.gov](mailto:sgtarms@guamlegislature.gov)>  
To: Senator Shawn Gumataotao <[office.senatorshawn@guamlegislature.gov](mailto:office.senatorshawn@guamlegislature.gov)>

Mon, Jan 5, 2026 at 12:18 PM

*Hafa Adai,*

Posted calendar.

[Quoted text hidden]

--



**Edward S. Pocaigue, Jr.**  
Sergeant-at-Arms

*I Mina'trentai Ocho Na Liheslaturan Guåhan*  
Guam Congress Building, 1st Floor  
163 Chalan Santo Papa  
Hagåtña, Guam 96910



1-671-969-3514



[sgtarms@guamlegislature.gov](mailto:sgtarms@guamlegislature.gov)

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OFFICE OF SENATOR  
**Eulogio Shawn Gumataotao**

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

January 5, 2026

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# First Notice of Oversight Hearing - Guam Fire Department, Monday, January 12, 2026-2:00 pm

## First Notice of Oversight Hearing - Guam Fire Department, Monday, January 12, 2026-2:00 pm

### PUBLIC HEARING

 **Posted on:** 01/05/2026 12:15 PM

 **Posted by:** Diana Topasna

 **Public Hearing Date:** 01/12/2026 02:00 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)

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January 5, 2026

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

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OFFICE OF SENATOR SHAWN GUMATAOTAO  
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BLDG., STE. 103  
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INVOICE



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

## Second Notice of Oversight Hearing - Monday, January 12, 2026, 2:00 p.m.

1 message

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

Fri, Jan 9, 2026 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>, "senatorlot@gmail.com" <senatorlot@gmail.com>, 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 <joann.camacho@guamlegislature.gov>, Guam Legislature Clerks <clerks@guamlegislature.gov>, Legislative Counsel <legislativecounsel@guamlegislature.gov>, Ed Pocaigue <sgtarms@guamlegislature.gov>, news@guampdn.com, Maureen Maratita <publisher@glimpsesofguam.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@glimpsesofguam.com, editor@glimpsesofguam.com, reporter2@glimpsesofguam.com, kyle@power98.com, patti@thewave105.com, dice@power98.com, reese@power98.com, marc@postguam.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, Jenna Blas <jenna.g.blas@ghs.guam.gov>

January 9, 2026

### **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 Oversight Hearing - Monday, January 12, 2026, 2:00 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

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 **01.09.26 Second Notice of Oversight Hearing - GFD.pdf**  
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OFFICE OF SENATOR  
**Eulogio Shawn Gumataotao**

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

January 9, 2026

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# Second Notice of Oversight Hearing - Monday, January 12, 2026 - 2:00 p.m.

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### PUBLIC HEARING

**Posted on:** 01/09/2026 09:00 AM

**Posted by:** Diana Topasna

**Public Hearing Date:** 01/12/2026 02:00 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)

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January 9, 2026

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

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

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OFFICE OF SENATOR SHAWN GUMATAOTAO  
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Co-Op:  
Description:  
Salesperson: San Agustin, Christie

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<b>Total Due</b>			<b>\$230.00</b>

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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**

Oversight Hearing – Guam Fire Department (GFD)  
Monday, January 12, 2026 • 2:00 p.m.  
Guam Congress Building, Public Hearing Room

**Agenda**

- I. Call to Order
- II. Chairman's Opening Statement
- III. Guam Fire Department Presentation:
  - a. Preparation for Performance-Based Budgeting
  - b. Update on E-911 Fund Collections
  - c. Shift Work-GFD Command Staff
- IV. Question & Answer Section
- V. Chairman's Closing Statement
- 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

## OVERSIGHT HEARING

### Guam Fire Department (GFD)

Monday, January 12, 2026, at 2:00 p.m.  
 Public Hearing Room, Guam Congress Building

#### SIGN-IN SHEET

NAME	AGENCY OR ORGANIZATION (IF ANY)	Please indicate with ✓		Contact Number	Email Address
		Written	Oral		
Edward Chaco	GFD			[REDACTED]	edward.chaco@gfd.guam.gov
JOSHY TERNANAN	GFD				joshy.ternanan@gfd.guam.gov
RONNIE CHIGUINIA	GFD				ronnie.chiguinia@gfd.guam.gov
EDWARD ARTURO	GFD				
JOSY SAN NICOLAS	GFD				
KEVIN T. SAN NICOLAS	GFD				Kevin.SANNICOLAS@GFD.guam.gov
DARBY D. BARRON	GFD				



Office of Senator

SENATOR EULOGIO SHAWN GUMATAOTAO

Chairman

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

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NAME	AGENCY OR ORGANIZATION (IF ANY)	Please indicate with ✓		Contact Number	Email Address
		Written	Oral		
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NICOLAS GARRIDO	GFD			"	nicolas.garrido " "



Office of Senator  
 SENATOR EULOGIO SHAWN GUMATAOTAO  
 Chairman  
 Committee on Public Safety, Emergency Management, and Guam National Guard  
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NAME	AGENCY OR ORGANIZATION (IF ANY)	Please indicate with ✓		Contact Number	Email Address
		Written	Oral		
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OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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January 5, 2026

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

**Subject: Oversight Hearing – Guam Fire Department**

*Håfa adai* Chief Burrier,

Please be informed that the Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) has scheduled an Oversight Hearing on the Guam Fire Department (GPD) for **Monday, January 12, 2026, at 2:00 p.m.** in the Public Hearing Room of the Guam Congress Building in *Hagåtña*.

The Committee respectfully requests your attendance and participation in the upcoming Oversight Hearing, which will provide GFD with the opportunity to provide information and respond to questions from members of *I Liheslatura* regarding the following topics:

- Preparation for Performance-Based Budgeting;
- E-911 Fund Collections-Update; and
- Shift Work-GFD Command Staff.

A copy of the Notice of Oversight Hearing is attached to this letter to help guide GFD in its preparation for the upcoming Oversight Hearing. Please be informed that if you intend to include a PowerPoint presentation in your testimony during the Oversight Hearing, the file(s) should be submitted to my office via email **at least 72 hours in advance** of the intended use.

Please contact my office at the numbers provided below or via email at [office.senatorshawn@guamlegislature.gov](mailto: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

*Attachment: Notice of 1.12.26 Oversight Hearing - GFD*

# Key Performance Indicators



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GUAM FIRE DEPARTMENT



# Operational Posture - Personnel

Key Performance Indicator	Target	Current	Status
Firefighter – EMT	314	236 (10)	
EMD – 911 Call Taker	28	24 (3)	
Administrative Staff	20	6 (1)	

(-)Profile

\*Attrition rate - 17 per year



# Operational Posture - Response Capability

Key Performance Indicator	Target	Current	Status
Fire Trucks/Reserve	12/3	9/0	Yellow
Aerial Capability/Reserve	1/1	0/0	Red
Ambulances/Reserve	9/6	6/0	Yellow
Advanced Life Support	3	2	Green
Rescue	4	3	Green
Boats/Reserve	2/2	2/0	Yellow
Jet Ski/Reserve	4/2	2/0	Yellow
HAZMAT Unit	1	.5	Yellow
Drone	3	5	Green
Fire Code Enforcement	12	12	Green
Fire Investigation Technician	12	11	Yellow
Command	4	4	Green



# 911 Call Handling Performance

Key Performance Indicator	Target	Current	Status
<b>Call Answer Time</b> Average time to answer incoming 911 calls	90% within 10 seconds (per NENA standard)	99%	Green
<b>Average Call Processing Time</b> Time from call answer to dispatch notification	≤ 60 seconds (fire/EMS), ≤ 90 seconds (law)	95%	Green
<b>Call Transfer Rate</b> % of calls transferred to other PSAPs or agencies	100%	100%	Green
<b>Callback Compliance</b> % of abandoned or dropped calls successfully called back	≥ 95%	99%	Green
<b>911 Hang Up Rate</b> (Callers that hung up upon EMD Answer, requiring callback)	3251 / mo	39,015 / 2025	Green



# Operational Response

Key Performance Indicator	Target	Current	Status
<b>Average Response Time</b> Average time from dispatch to arrival on scene	$\leq 8:00$ min (90% of calls)	8:06	This figure is affected by additional alarms. GFD's arrivals w/o additional alarms is quite good.
<b>Average Turnout time</b> Time from alarm receipt to unit leaving the station.	$\leq 60$ Seconds EMS $\leq 80$ seconds Other	134 Seconds	Also heavily affected by additional alarms.
<b>First-Due Arrival Performance</b> Arrive within standard (NFPA 1710)	$\geq 90\%$	86%	Also heavily affected by additional alarms.
<b>Incident Containment</b> Fires Contained to Room of Origin	$\geq 75\%$	62%	Primarily fires in substandard homes (wood and tin) not contained.



# Service Delivery

Key Performance Indicator	Target	Current	Status
<b>Call Volume</b> Total Calls for Service (Required Units to Respond)	Baseline 1,200/mo	1,849/mo	22,196 Total for 2025
<b>Incident Volume</b> Total Department Activity (Emergent and Non-Emergent, Training, Inspections, etc.)	100%	9,739 / mo	116,875 Incidents for 2025
<b>False Alarm Rate</b> Percentage of false alarms compared to total responses.	≤ 10%	19%	Needless Calls - 4316
<b>Patient Survival Rate</b> Cardiac Arrest Survival (ROSC)	≥ 35%	62%	➤ Pit Crew CPR ➤ Paramedic Program
<b>Rescue Success Rate</b> Successful rescues (fire, vehicle extrication, water) versus attempted.	≥ 90%	90.2%	



# Community Engagement & Prevention

Key Performance Indicator	Target	Current	Status
<b>Public Education Events</b> Number of community fire safety/1 <sup>st</sup> Aid events delivered.	≥ 12 per quarter	375 per quarter	School career days and public education during daily inspections
<b>Inspections Completed On-Time</b> Percentage of required fire prevention inspections completed on time.	≥ 95%	99%	1471 inspections completed this year (as of 11/24/25)
<b>Code Compliance Rate</b> Percentage of businesses/homes passing inspection without major violations.	≥ 85%	99.73%	79 disapproved initially; 44 notice of hazard (mitigated)(4 pending compliance)
<b>Community Satisfaction (Survey)</b> Measured through surveys or feedback programs.	≥ 90%	0%	Need to establish an online survey / QR code for feedback



# Training & Readiness

Key Performance Indicator	Target	Current	Status
<b>Training Hours per FF</b> Average monthly/annual training completed.	≥ 20 hrs/month	≥ 60 hrs/month	
<b>Certification Compliance</b> Percentage of personnel certified at required levels (FF I/II, EMT, HazMat Ops, etc.).	100%	81%	Remaining are in the process PROBOARD testing
<b>POST Compliance</b> 10-47	100%	100%	
<b>Drill Performance</b> i.e. SCBA Donning Time, hose deployment (avg)	≤ 60 sec	100%	



# Safety & Health

Key Performance Indicator	Target	Current	Status
<b>Injury Rate</b> Number of firefighter injuries per 1,000 calls.	≤ 2 per 100 calls	One FF on light duty.	Four total FF's this year. One currently on light duty.
<b>Lost-Time Incidents</b> Work-related injuries resulting in missed shifts.	≤ 3 per quarter	One FF on light duty.	Current FF has missed a month of shifts. On light duty now.
<b>Fitness Participation</b> Percentage of firefighters participating in wellness/fitness programs.	≥ 80%	30%	On-duty PT required daily Higher percentage does self-driven fitness
<b>Exposure Tracking</b> Reporting incidents of exposure to smoke, carcinogens, or bloodborne pathogens.	100% compliance	No exposures reported.	No exposures reported.



# Resource & Financial Management

Key Performance Indicator	Target	Current	Status
<b>Grant/External Funding Secured</b> Amount of outside funding received annually.	\$1M annual	\$21,303,787	<ul style="list-style-type: none"> <li>Station Hardening</li> <li>Generators</li> <li>Sinajana Fire Sta.</li> <li>Land Acquisition</li> </ul>
<b>Fees &amp; Fines</b> Total billing vs collections.	\$2M/60%	\$2M/35%	
<b>Accounts Payable</b> Vendors and Contracts paid	<90 days	<30 days	<ul style="list-style-type: none"> <li>Invoice received/payment</li> <li>NG911 Contract &gt;90 days</li> </ul>



# Investment Needs & Returns (KPI Results)

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- **Staffing Drives Capabilities** - Continue to Hire & Promote
- **Reliable Apparatus and Equipment** - Fund Capital Outlay & Equipment
- **Speed and Accuracy at the Front End (911 & Dispatch)** - Sustain Current Contract
- **Prepared Firefighters and Safer Operations** - Fund Training
- **Protecting the Workforce** - Fund Personal Protective Equipment
- **Reduce Emergencies before it happens** - Strengthen Prevention

## 1. Fees and Fines

- a. Fire Response
- b. EMS & Rescue Response
- c. 911 Surcharge
- d. Code Enforcement

## 2. Creative Sources

- a. Qualifying Certificate
- b. Public/Private Partnerships Incentives

## 3. Procurement Reform

- a. Cooperative Procurement
- b. Procurement Designation

## 4. Appropriate any unallocated funds



# QUESTIONS?

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Eulogio Shawn Gumataotao

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## COMMITTEE REPORT DIGEST

### I. OVERVIEW

The Committee on Public Safety, Emergency Management, and Guam National Guard convened an Oversight Hearing regarding the Guam Fire Department on January 12, 2026, at 2:00 p.m. at the Public Hearing Room of the Guam Congress Building.

#### **Public Notice Requirements**

Public Hearing Notices sent out via email to all Senators and all main media broadcasting outlets on January 5, 2026 (5-Day Notice) and again on January 9, 2026 (48-Hour Notice). The notice was also published on the Guam Public Notice Website on the aforementioned dates.

#### **Senators Present**

Senator Eulogio S. Gumataotao, Committee Chairperson

#### **Attendees**

Mr. Daren Burrier-Fire Chief, GFD  
Mr. Joey San Nicolas-Deputy Fire Chief, GFD  
Mr. Mike Uncangco-Asst. Fire Chief, GFD  
Mr. Brandon Sana, GFD  
Mr. Eric Castro, GFD  
Mr. Nicolas Garrido, GFD  
Mr. Edward Chaco, GFD  
Mr. Joseph Tedtaotao, GFD  
Mr. Ronnie Chiguina, GFD  
Mr. Edward Artero, GFD  
Mr. Kevin T. San Nicolas, GFD  
Mr. Jared Taisipic, GFD  
Mr. Elias Merfalen, GFD  
Mr. Trent Hasskamp, GFD  
Mr. Paul Rolinski, GFD

#### **Written Testimony Provided by**

Mr. Daren Burrier-Fire Chief, GFD

## II. SUMMARY OF TESTIMONY & DISCUSSION

### Oversight Hearing - GFD - January 12, 2026, 2:00 p.m.

**Chairman Shawn Gumataotao:** Good afternoon, everyone. Today's oversight hearing by the Committee on Public Safety, Emergency Management and your Guam National Guard is regarding the Guam Fire Department is hereby called to order. Today is Monday, January 12, 2026, and the time is now 2 o'clock p.m. CHamoru Standard Time for the record. And in accordance with the open government law, notices for today's oversight hearing were sent on January 5th, 2026, and again on January 9th, 2026. Notices for this hearing were also published on the Guam Legislature website and the Guam Public Notices website. Before we proceed with the discussion, I'd first like to provide some general rules of conduct for this afternoon's oversight hearing, which 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 in the five-minute time frame allotted. Please respect the committee's request. Once you are done, please remain in the room for questions or additional comments, as may be desired by members of the Committee on Public Safety, Emergency Management and your Guam National Guard and other members of the Guam Legislature.

Questions and comments shall be confined to the nature of the agenda. The agenda for this afternoon's oversight hearing concerns GFD's preparation for performance-based budgeting, updates on the E911 fund collections, and shift work GFD command staff. For the record, the committee requested the attendance and participation of Fire Chief Daren Burrier. At this time, the Chair, again, appreciates that the Chief is here with his team before the committee, and again, before speaking, the Chief and anyone else that he calls upon to participate in the hearing shall first be recognized by the Chair and shall state their name for record purposes and your title. The order of questioning will then begin with the panel of Senators who do attend, who shall each have five minutes to ask their questions. The time allotted for each Senator does not include responses that are provided by those testifying, and again, we will stick to the oversight hearing agenda.

Personal inferences about the character or motive of any Senator or any of the individuals in this room commenting is not permitted. Any violations of this general rule of conduct will result in removal from the public hearing room for this afternoon's oversight hearing. Individuals who fail to maintain proper form and decorum may be restricted from providing oral testimony 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.

At this time, the committee requests that the Sergeant of Arms to swear in Fire Chief Daren Burrier and other members of the panel before he provides his general comments and answers questions from the Guam Legislature on the items that are outlined in today's oversight hearing agenda. Thank you Ed Pocaigue.

**Sargeant At Arms Ed Pocaigue:** If you can please stand and raise your right hand, for all those that are testifying or may testify. Under penalty of perjury, do you affirm that any and all information you provide today, whether it be verbally, electronically, and in writing, be the truth, the whole truth, and nothing but the truth? *Yes. (All GFD staff)* Mr. Chair, they are under oath, you may proceed.

**Chairman Shawn Gumataotao:** Thank you so much, Sergeant at Arms. Thank you all for being with us this afternoon. Established in 1984 through Public Law 17-78, the Guam Fire Department is charged with the responsibility to control and extinguish injurious or dangerous fires and to remove that which is liable to cause such fires and to enforce all laws relating to the prevention or spreading of fires and all laws pertaining to fire control and fire hazards within the territory. Through the department's annual budget request, GFD recognizes its primary mandate of overall fire protection, fire suppression, and extinguishment and protection of life and property.

Accordingly, GFD provides for and administers an extensive program of fire prevention inspections, public fire safety education and training, uniform fire code enforcement, fire investigations, review of plans for new and existing building construction, and the department operates and manages an enhanced emergency E911 communication system and a wide land and open water search and rescue program. In support of GFD's critical role in preserving life and property, the Government of Guam's fiscal year 2026 budget, Public Law 38-60 provided \$41.242 million from various fund sources for the department's operations. The appropriation includes \$38.5 million from the general fund, \$1.9 million from the enhanced 911 emergency reporting system fund, and \$823,000 from the fire, life and medical emergency fund, also known as the FLAME fund. In addition to the \$41.2 million budget for FY 2026, the 38th Guam legislature appropriated \$1.3 million from the general fund for its FY 2026 cycle of 20 firefighters. Notwithstanding GFD's recent objections to a proposal aimed at protecting legislative appropriations for public safety agencies, which originated based on a request from the Guam Police Department, the FY 2026 budget law provides that the unexpended appropriated funds which are available to the Guam Fire Department in prior fiscal years shall not lapse and shall be available in FY 2026. Today's oversight hearing focuses on confirming where GFD is in their preparation for the performance-based budgeting process which our Finance Committee, through Chairman and Senator Chris Duenas, has initiated in preparation for FY 2027.

Today's discussion will also focus on the E-911 fund, which is an issue that my office has attempted to address with GFD since February of 2025. On this topic, this oversight hearing will confirm where the Guam Fire Department is with respect to monthly surcharge collections and the fund's impact on the department's personnel and equipment needs and associated contractual obligations. Through this oversight hearing, we will also have a very frank discussion on the topic of overtime pay for command staff, which has come up regularly through GFD's rank and file, but has been set aside by policymakers as some have argued that this topic could have political implications.

With that said, this first oversight hearing on GFD will move forward based on a desire by the Committee on Public Safety, Emergency Management, and your Guam National Guard to address these three aforementioned topics in an open and very honest manner. Oversight hearings conducted by this branch are designed to monitor and support with public policy the agencies under our respective committee oversights, and they are conducted to continue to look at your work, to examine the work of the men and women of your respective agencies.

This activity, this oversight hearing, is the most fundamental means of involvement in executive affairs available to the legislative branch of the government of Guam.

For these reasons, the committee appreciates in advance the attendance and participation of Fire Chief Burrier and Team GFD. Thank you all again for being with us this afternoon. The committee looks forward to your cooperation as we put forward our questions, and we really do appreciate your commitment to working together to strengthen the Guam Fire Department moving forward through sound policy and the effective and efficient administration of personnel, equipment, and resources prioritized for GFD now and into the future. So at this time, I'm going to go ahead and turn it over to Fire Chief Burrier. Chief, you may proceed this afternoon.

**GFD Fire Chief Daren Burrier:** Thank you, Senator Gumataotao Oversight Chair, for this opportunity to present our performance indicators that we have prepared in anticipation of a performance-based budget. So I'll begin with that first topic that we have. As you see in our, we have a PowerPoint presentation that we provided to you. With our target of firefighters that we need to be able to employ is that we need about 314 personnel, and we currently are at 236 personnel. Our EMB 911 call takers, our target is to have 28 call takers, and we currently have 24. Administrative staff, our target is for 20 personnel, and we are currently at six. Operational posture at this time, we have fire trucks, a target of having 12 fire trucks to be able to service the community, and we currently have nine. Our aerial capability, we'd like to have, and need to have one aerial truck, but we do not have any at this time. As you go through, we have ambulances that are to be in operation, should be nine, and we're operating at six. Advanced life support, we're looking at three paramedic units, and we currently run two. We have four target stations for rescue, we're currently running three stations. Boats, we need two, two in reserve, and then we currently are running only two boats. Jet skis, our target is for four, we have two in reserve, and we have two operational at this time. Hazmat units, we're having, we need a full capacity of one hazmat unit, and then because of manpower constraints and supplies, we are operating about half that capacity right now. Our drones target is to have three, but we're currently operating with five drones, which is, and fire code enforcement is 12 inspectors, we're operating with 12 inspectors, fire investigation technicians, we need also 12, but we have 11 of them certified for that. Command is with four, and we are currently running at four at the command level. 911 call handling performance. Call answering times, our target is within a 90%, within 10 seconds per the NENA standard, and we are currently operating at a 99%. Average call processing.

**Chairman Shawn Gumataotao:** Chief, don't let me interrupt, so what does NENA stand for, I'm sorry?

**GFD Fire Chief Daren Burrier:** National Emergency Numbering Association.

**Chairman Shawn Gumataotao:** Thank you, Chief. *Yeah.*

**GFD Fire Chief Daren Burrier:** So the standard, we're above the performance standard for that, the target, in order to receive and take calls. Average call processing time, we're at a 95% target rate, which is, our target time is within 60 seconds for fire and EMS, and 90 seconds for law enforcement, and so that would mean our call takers take in a law enforcement call, then we're able to transfer it over to the law enforcement desk. Call transfer rate, a percent of calls transferred to other PSAPs, other agencies, is at 100%. Callback compliance, percentage of abandoned or dropped calls successfully called back is, our target is to be within 95%,

we're at 99% of that. 911 hang-up rate, callers that hung up upon EMB answer requiring callback, we're looking at 3,251 a month, and we're currently at calls at 39,015. Operational response targets have average response times of how we meet our calls is within an eight minute, and 90% of calls were within a current rate of eight minutes and six seconds. And this figure is affected by our additional alarms, GFD's arrivals within additional alarms is quite good.

Average turnout time, the time from alarm receipt to the unit leaving the station, we need the target rate for EMS calls within 60 seconds, 80 seconds for other calls, and we're within 134 seconds, and this is affected by heavily additional alarms within our areas, and as you see our operational status of being at nine trucks and six ambulances, it does affect that ability, so increasing it to the target level would help. First, due arrival performance. Arrive within the standard set in the NFPA 1710 is to have a target within 90%, and we're within 86%, and this is also due to heavily affected additional alarms within a jurisdictional area. Incident containment, fires contained to one room of origin, we want to be within a 75% target rate, and we're at a 62% target rate on this. Primarily fires in substandard homes made of wood and tin are not able to be contained, and that is what is fluctuating that percentage. Our service delivery, call service, volume, total calls for service, required units to respond, target is a baseline of 1,200 a month. We are currently at 1,849 calls a month. Total of 22,196 for 2025. Incident volume, total department activity, emergent, non-emergent, training, inspections, et cetera, our target is at 100%. Our current rate is at 9,739 a month, and that comes up to about 162,875 incidents total for the year of 2025. False alarm rate, percentage of false alarms compared to total response is a give or take of around 10%, and we're sitting at 19%. These are needless calls called into 9-1-1. Patient survival rate, cardiac arrest survival, and here our target rate is to be at 35%, which is the national average. We are sitting right now at 62%, and this is largely due to our implementation of Pit Crew CPR that was set up with our medical director in helping us do a full cardiac arrest at scene, and also for our paramedic program in bringing in additional services at the scene rather than having to wait to get to the emergency room. Rescue success rate, successful rescues, fire vehicle extrication, water versus the attempts, we want to be around 90%, and we are in that range of 90.2%. Community engagement and fire prevention works. Public education events, number of community fire safety first aid events delivered, we want to be within 12 per quarter. We're currently at about 375 per quarter. Schools, career days, public education during daily inspections, fire prevention week and month where we do outreach to all the schools, all this is what helps us in a continuous thing through the year. Inspections completed on time, and our fire prevention bureaus have been doing an outstanding job with that, is 95% is our target rate, and we're sitting right now around 99% rate of our fire inspections. We have 1,471 inspections completed this year as of November 24th, 2025. Code compliance rate. Percentage of businesses' homes passing inspection without major violations. We want to have that sitting around 85%. Because of our strong fire prevention program and our inspectors, we're able to achieve a 99.73%. 79 disapproved initially, 44 notice of hazards mitigated, and four pending on compliance. So we've been very effective there in helping the business community. Community satisfaction survey, major two surveys or feedback programs, and that is something that we need to be working on, and we anticipate establishing that on all levels to be able to get a proper feedback from the community going forward.

Training hours per firefighter. Average monthly annual training completed. We want to be within a target of 20 hours a month, and we currently are sitting at 60 hours a month.

Certification compliance. Percentage of personnel certified at required levels for Firefighter 1, 2, EMTs, HAZMAT, Ops, etc. We want to be at 100% target. We're currently at 81, and some of that is due to remaining are on proboard processing for their proboard testing, and that is coming out of training and testing that is required through GCC. So that has been a process that we've been working with. Post-compliance or 1047. We're sitting at a target of 100%, and we are currently running 100%.

Drill performance. We're looking at SCBA donning times, hose deployments, etc. in our exercises. We want to be able to achieve that within 60 seconds, and we are currently at about 100% at that.

Next, we have a safety and health performance. Injury rate. Number of firefighters injured per 1,000 calls. We need to have a plus or minus of two per 100 calls. One firefighter is currently on light duty. So four total firefighters this year, one currently on light duty. So when you look at our total numbers of 22,000 incidences, response incidences, and the 114, 118, that number that we had, that is a pretty low amount for injury to firefighter ratio. Lost time incidence. Work-related injuries resulting in missed shifts. We want to keep it within three per quarter. With one firefighter on light duty, and he's missing a month of shifts on light duty now, but we're below that average. Fitness participation. We want to be within an 80%. We know that our document itself is within a 30% on duty, but it's a higher percentage when you start looking at self-paced and self-driven fitness programs that the firefighters do take part in on their off-duty time. Exposure tracking. Reporting instances of exposure to smoke, carcinogens, and blood-borne pathogens. We need 100% compliance. So far, we have no exposures reported, and we'll be maintaining our vigilance and making sure that any incidents that we respond to, our firefighters report any exposures that they have.

Resource and financial management. Our grant external funding is secured. Amount of outside funding received annually. We try to target at least \$1 million annually. This year, we have a current receiving of \$21,303,787. And this is through station hardening, generators, Sinajana Fire Station, land acquisitions, and our federal grants for acquisition of fire trucks. Fees and fines, total billings and collections. We try to target around \$2 million, 60%, and currently we're at about 35% collection rate. Accounts payable. Vendors and contracts paid. Our target is to stay within 90 days, and we're currently within a 30-day period. This is due with our invoice receipt of payment that we see from the vendors, and the NG911 contract is within a 90-day period that we've been able to achieve. So the investment needs and returns on these KPI. We're looking at staffing drives and capabilities to continue to hire and promote in order to achieve our optimal levels. Reliable apparatus and equipment is needed to fund capital outlay and equipment. We need that in order to maintain the fleet of emergency vehicles. To get the speed and accuracy at the front end, the 911 dispatch, we need sustained current contract, and that goes to coming with proper consulting and looking at our 911 fee that we have in place and seeing how that we best be able to optimize that. Prepared firefighters and safer operations. Funding training. As technology changes, there's a lot of items out there that as our community changes and our businesses change, technology comes in, it comes into, we need to update our training and modernize our firefighters' ability to respond to calls that involve advanced technologies such as electric vehicles.

Protecting the workforce. Fund personal protective equipment. Personal protective equipment is something that rotates and it's not something where we buy it once and it's good for a career. There's a lifespan to all personal protective equipment and we need to have more than one set in order to exchange it out after a given fire in order to reduce exposure to

carcinogens and also the fact that the fire protection rating of bunker gear does deplete after use and also exposure to UV. Reduce emergencies before it happens. Strengthen and prevention of safety protocols and practices. In order to achieve this, we need to look at our fees and fines and increasing our fees and fines for fire response and EMS and rescue response, 911 surcharges, code enforcement. We look at creative sources of qualifying certificates, public and private partnerships, incentives in order to achieve certain goals. Procurement perform, cooperative procurement and procurement designations and part of that is being able to assess where we have a rotating evolution of supplies that need to be resupplied. We got running our maintenance level at high capacity to where we need to fix our vehicles because of the performance they put in, operational level, going out of service that's a high cost, getting our medical supplies in a timely manner. So looking at procurement designations at a higher level to be able to effectuate the purchase of those things rather than having a GSA lag and appropriate any unallocated funds in a responsible manner that we were able to be able to fund and improve our response capabilities.

**Chairman Shawn Gumataotao:** All right, thank you so much for that, Chief. Just a couple of questions and then we'll just start with this preparation for performance-based budgeting and I gotta say this was a very thorough presentation so again, thank you and the fire department for your work.

Recognizing that in October of 2025, the Committee on Finance and Government Operations formally notified the Leon Guerrero-Tenorio administration that the upcoming fiscal year 2027 budget process would be conducted under a performance-based budgeting framework. It's a system that's designed to tie government spending directly to measurable results. What steps have you taken as the fire chief to prepare for this particular budgeting approach since you were notified by BBMR to begin incorporating performance metrics into GFD's budget narrative and agency submission?

**GFD Fire Chief Daren Burrier:** Well, basically, we've been setting up our KPIs here, key performance indicators in order to identify where our needs are, where our funding would be required to be to improve and so that's the whole presentation here as far as what we presented to you is what we're tracking in order to show where the money's going to and where we're gonna need money in our budget in order to meet those targets in our performance.

**Chairman Shawn Gumataotao:** Thank you, Chief. Acknowledging that the concept of performance-based budgeting seeks to link budget requests with program performance based on a review of GFD's legal mandates across the eight bureaus and sections as outlined in the executive budget request for FY 2026, how often do you, Chief, and your command staff review your legal mandates against the annual legislative appropriations, personnel requirements, and resource availability and are there specific mandates that your department has had to prioritize over other responsibilities that you have under Guam law?

**GFD Fire Chief Daren Burrier:** Well, the main mandate that we have is being able to respond to all emergencies to making sure that we have appropriate fleet in order to respond to medical emergencies, fire emergencies, and we address this mainly on a daily basis. We have communications all the time as far as the needs of the shift and the needs of the personnel. We're coming into every day of operation a 24-hour operation. We always assess and determine our capacity to respond for that day, how much equipment we have, the personnel that are on duty, and that is something that's on a living document that we have on

a drive that all of us have access to and we're able to then forecast our manpower needs over a period of time but the variable that is hard to determine would be the operational equipment as far as the ambulances going in and out of services, the fire trucks going in and out of services, the stress that they put these mechanical devices on whenever we do respond, the great deal of stress on it causes breakdowns at unpredictable times and it's because of the fact that we do have public-private partnerships with some of these companies that are willing to work with us in order to help maintain the emergency response because they do realize too that our ability to be able to respond to an emergency could mean somebody's life.

**Chairman Shawn Gumataotao:** So okay, so let me ask it a different way. So just for us as we're trying to prepare, so how often do you sit with your command staff on a regular basis? I understand some of the operations tempo, that makes sense to me but when you look at the other parts of the equation, your budget, do you and your team look at it on a monthly, quarterly, do you just look at it at budget time? If you can speak frankly, how often do you and the men sitting to your left and right, how often do you guys sit and huddle up about the budget and your expenditure?

**GFD Fire Chief Daren Burrier:** I have, I'm in communication with my command staff when we talk on a monthly basis and also individually interacting with them on those kinds of things on a weekly basis.

**Chairman Shawn Gumataotao:** Okay, so on a monthly basis, you sit in a room with your team and you talk about the budget, how much you've already spent, how many people you have on, to include some of the cycles, yes, where the equipment might be at, yes, where's your contracts, all that stuff.

**GFD Fire Chief Daren Burrier:** Right, so the target is to meet on a monthly basis and at times we may meet every other month or so but we do meet on a regular basis as much as we can to talk about that and where we're going and where our budget is constrained to.

**Chairman Shawn Gumataotao:** Okay, thank you so much for that. Now, with respect to the provision of emergency medical services requiring GFD ambulances, has there been any discussion within the department to engage private ambulance service providers if and when GFD is lacking vehicles or when our military partners, obviously we do have a mutual aid agreement, I'm certain, and when you guys are unable to help, engaging them to be able to assist in your work.

**GFD Fire Chief Daren Burrier:** Yeah, we do have a memorandum of understanding with our federal partners and we do not have, I mean as far as our interaction with them for how often we call them, it is a low percentage of the total amount of runs that we have but they are available and if they're not available, they will give us a call and give us a heads up if they are short manned themselves to where they're not able to provide that mutual aid support and it's usually for a limited time and then at that time, we're able to cover and make sure that we have enough units within the area.

**Chairman Shawn Gumataotao:** And how about the private companies because as you know, there is a public law that does allow for the fire department to engage with private ambulance services to augment some of your operations support.

**GFD Fire Chief Daren Burrier:** That's for non-emergency runs, transports, we do not, the Guam Fire Department used to do non-emergency transports for appointments and such and we no longer provide that and that's where we have worked it out to where the private companies are the ones that provide that service and they do charge at a different rate than what we would and of course, we're not competing with them in that in order for them to be able to charge their rate. For emergencies, we strictly do the emergency response.

**Chairman Shawn Gumataotao:** Okay, thank you so much for that and I know that your PIO is here but I know that one of the important things for us is for other people to understand what's happening with the Guam Fire Department but can you share what the status is of your FY 2024 Citizen-Centric Report? How's that coming along in preparation for it?

**GFD Fire Chief Daren Burrier:** We're in the process of finalizing that out. *That's already posted on our website.* Yeah, it's posted on the website. The 2024 is posted on the website.

**Chairman Shawn Gumataotao:** The 2024 is posted already? *Not the 25 yet. Not the 25 yet, the 2024 is.* Okay, thank you so much for that. Let me move on now. Let's talk a little bit about the E911 fund collections if we can and we'll just move on with this agenda. As a follow-up to the committee's reach out on February 7th, 2025 and May 12th, 2025 what steps has GFD taken pursuant to 12 GCA Article 3 to petition the Public Utilities Commission for changes to the surcharge since the establishment of the 9-1-1 surcharge in June 1999 to Public Law 25-55 and what information has the PUC provided to date based on their review of the adequacy of the surcharge?

**GFD Fire Chief Daren Burrier:** It has been delayed for the identified funding to hire a consultant to determine how we're going to be able to best do a surcharge for 9-1-1 services.

**Chairman Shawn Gumataotao:** So they just told you, you just have to have a consultant. It's all they said to you? That's all your engagement with the PUC at this time that you can say to us?

**GFD Fire Chief Daren Burrier:** Yeah, because currently we have no funding for the consultant to hire a consultant to do that, so we haven't had a full engagement with the PUC to go forward with that.

**Chairman Shawn Gumataotao:** Okay, outside of the funding side, do they engage you on a regular basis relative to the E-9-1-1 surcharge? Are they communicating with you via letter? Are they calling? Have you got any engagement whatsoever over the last 12 months with the Public Utilities Commission?

**GFD Fire Chief Daren Burrier:** Yeah, I haven't received any engagement from them.

**Chairman Shawn Gumataotao:** Okay, maybe some of the other leadership. In your experience, how often does the Public Utilities Commission engage the Guam Fire Department? Joey?

**GFD Deputy Fire Chief Joey San Nicolas:** Thank you, Senator. Deputy Fire Chief Joey San Nicolas. I have in the past 12 months, probably earlier of last year, or late 2024, has spoken to Mr. Fred Horecki, the legal for the commission or the utilities. And that's where we got the requirement to hire a consultant to assess our fees and fines schedule.

**Chairman Shawn Gumataotao:** Okay, thank you so much for that. Now, building on the discussions from a few years ago, which I think, Joey, you're probably more familiar, regarding the OPA Report 2010-06, which found that local service provider administrative costs were above rates established by service providers located in other U.S. jurisdictions. Has the Guam Fire Department looked further into this matter? And what recommendations have been put forward for the POC's consideration?

**GFD Deputy Fire Chief Joey San Nicolas:** Yes, Senator. What we've approached several different legislatures was to, based on that report, to help us pass or codify law to limit the amount of the administrative costs or for these entities to put their administrative costs on top of the dollar surcharge. As of this right now, I can't confirm right now whether that was ever done. And I'm pretty confident it has not been done.

**Chairman Shawn Gumataotao:** No, no, I appreciate the input. Now, for the record, my office received a letter from GFD last Thursday expressing hesitation about a measure was aimed at preserving unused legislative appropriations for public safety agencies. The fire chief wrote that his priority is ensuring that the Guam Fire Department remains operationally ready, financially stable, and accountable to the people they serve. The fire chief wrote further that the budgeting approach requires a budgeting system grounded in discipline, transparency, and accuracy.

Regarding a letter that my office received from GFD that was dated on May 7th, 2025, requesting for supplemental funding in the amount of \$2,022,350 to ensure seamless service and continued operation of the E911 system covering the periods of December 2024 to September 2025, what was the total price tag for the E911 system? And when was the vendor contract entered into? What funding source was secured to pay for that contract in full? And how did GFD pay for the \$2 million in unbudgeted requirements in FY 2025 absent an appropriation from this legislature? You go one at a time?

**GFD Asst. Fire Chief Michael Uncangco:** Assistant Fire Chief Michael Uncangco sir. The total, gosh, I don't have the exact figure for the total amount for the contract, but the initial, the startup year, it was \$3 million and \$2.79 million for after the second year for maintenance and upgrades itself. Now, when you ask how did we go about paying for our, for the NG911, we used the unused or unappropriated funds under the 9-1-1 surcharge system. However, we've ran out of funds on that. Now, in regards to 2025, we transferred money from, actually, the governor transferred money to the Guam Fire Department to pay for that NG911 contract. That is why we didn't come for an appropriation.

**Chairman Shawn Gumataotao:** So can I ask, so can you provide the committee that letter of the transfer from the governor to GFD?

**GFD Asst. Fire Chief Michael Uncangco:** Pardon me, sir?

**Chairman Shawn Gumataotao:** So by statute, if I'm not mistaken, she has to advise us when she makes a transfer. Do you guys have a copy of that letter? Can you make sure that the committee has the transfer or proof *Yes* that there was a transfer of funds from the office of the governor to GFD?

**GFD Asst. Fire Chief Michael Uncangco:** Well, I'm not sure where the funds actually came from, sir. All we know is that they did give us \$2.79 million to cover the costs for the NG911 system.

**Chairman Shawn Gumataotao:** So are you saying, if you have no proof, then that means that the contract has not been paid for in full?

**GFD Asst. Fire Chief Michael Uncangco:** No, it's been paid because the money was transferred to our account.

**Chairman Shawn Gumataotao:** Okay, so...

**GFD Asst. Fire Chief Michael Uncangco:** And we paid it. However, like I said, as to where the money came from in itself, I would have to seek with BBMR.

**Chairman Shawn Gumataotao:** Yeah, I would absolutely, for this committee's work, *yes sir* can you please forward to my office a copy of either the letter that confirmed the transfer of funds to complete the E911 project *yes sir* and or the transfer document that shows that funds went into your bank account? *Yes, sir.* Okay, thank you so much for that.

Now, on the topic of GFD's budget and what was described to the committee last year as an underfunded E911 system in FY 2025, what portion of GFD's legislative appropriation in FY 2025 was reserved or otherwise withheld as of September 30, 2025? And has GFD received its entire FY 2025 appropriation as of December 31, 2025, recognizing that GFD had \$4,873,590 available from its \$37,981,307 appropriation, which is separate from the \$361,770 GFD received from excess FY 2024 general fund revenue per the consolidated revenue and expenditure report this as of September 30, 2025.

**GFD Asst. Fire Chief Michael Uncangco:** Sorry, sir, can you repeat the question?

**Chairman Shawn Gumataotao:** What do you have reserved, Chief? Do you have any portion of your appropriation that was reserved or otherwise withheld?

**GFD Asst. Fire Chief Michael Uncangco:** Yes, basically, we have reserves because the allocation is based on what we actually need. So there were some funds in reserve, but I want to point out also that as whenever we do need the funds, BBMR does not hesitate to release those funds to us.

**Chairman Shawn Gumataotao:** So Chief, what would you say that the withheld, what was the portion? How much are you talking about? Percentage-wise, maybe.

**GFD Asst. Fire Chief Michael Uncangco:** If you're looking at reserves...

**Chairman Shawn Gumataotao:** Approximation is fine too.

**GFD Asst. Fire Chief Michael Uncangco:** Well, I have in reserves here \$10 million. However, that's for all funds from 9-1-1, FLAME, and all funds to include federal funds in itself.

**Chairman Shawn Gumataotao:** So what's the percentage?

**GFD Asst. Fire Chief Michael Uncangco:** That was held in reserve. I don't have the actual figures for the general fund in itself, sir, in regards to the funds held in reserve, but definitely the funds that were held in reserve was we didn't actually need at that point by September 30, before September 30 in itself. We did have some unexpended funds totaling approximately \$3 million to \$4 million of unexpended funds for FY25. And that, of course, is a result of retirements. Personnel, from the time we submitted the budget in May 2024 to the time the budget ended in September 30, 2025, we have approximately 26 personnel that have since resigned or retired. So that's how we came up with our lapses or unexpended funds.

**Chairman Shawn Gumataotao:** Okay. And Chief, can I ask, did GFD receive its entire FY2025 appropriation as of December 31, 2025?

**GFD Asst. Fire Chief Michael Uncangco:** As of December 31, the funds ended in September 30, sir.

**Chairman Shawn Gumataotao:** No, no, I'm asking because we're doing audit, right? So I wanted to find out, did you guys get all the money that you guys were appropriating?

**GFD Asst. Fire Chief Michael Uncangco:** Yes, sir. Yes, sir. None of our funds were touched or transferred anywhere. Okay. I'll take that back. I wouldn't say touched because, but it wasn't transferred to any other agency. It remained within GFD.

**Chairman Shawn Gumataotao:** Which is kind of a good segue to what portion of your legislative appropriation was carried over from FY2024 into 2025?

**GFD Asst. Fire Chief Michael Uncangco:** None of our 2024 was carried over, if I'm not mistaken, sir, to 2025.

**Chairman Shawn Gumataotao:** So you have zero carried over from 2024 into 2025?

**GFD Asst. Fire Chief Michael Uncangco:** You're talking funds, right?

**Chairman Shawn Gumataotao:** Your legislative appropriation, how much did you have to carry over? You said zero.

**GFD Asst. Fire Chief Michael Uncangco:** Well, in 2024, we had \$300,000 in lapse or unexpended funds.

**Chairman Shawn Gumataotao:** Okay. Now from 2025 into 2026, how much was the carryover?

**GFD Asst. Fire Chief Michael Uncangco:** From 20, just 2025 could not, if I'm not mistaken, nothing's carried over, sir. So basically by law, it is based on the Budget Appropriations Act.

**Chairman Shawn Gumataotao:** So you had \$300,000 in 2024 into 2025, and then 25 into 26 was zero?

**GFD Asst. Fire Chief Michael Uncangco:** No, 2025, fiscal year 2025, we have \$5 million.

**Chairman Shawn Gumataotao:** It's \$5 million from 2025?

**GFD Asst. Fire Chief Michael Uncango:** \$5 million in unexpended funds. That's compared to our expenditures and appropriations.

**Chairman Shawn Gumataotao:** Okay. Okay, Chief, aside from a notice that the legislature received from GFD that was dated November 7th, 2025, regarding a prior year obligation in the amount of \$41,995, and at least eight other prior year obligation payments that GFD made in 2025 alone, what other prior year debts did GFD pay for using FY 2025 appropriations? And how did the decision to use existing funds for prior year obligations impact your department's operations?

**GFD Asst. Fire Chief Michael Uncango:** You know, we're listing prior year obligations.

**Chairman Shawn Gumataotao:** Let me ask the Fire Chief that question.

**GFD Asst. Fire Chief Michael Uncango:** Yes, sir.

**Chairman Shawn Gumataotao:** He's responsible for this. So again, can you tell us, how did the decision to use existing funds for prior year obligations impact your operations, Chief?

**GFD Fire Chief Daren Burrier:** There's no impact for that. We paid all the obligations other than the personnel funds, the personnel costs.

**Chairman Shawn Gumataotao:** So there was no impact to the operations after making the one payment and the eight other obligation payments in 2025. There was no impact to your total operations.

**GFD Fire Chief Daren Burrier:** No.

**Chairman Shawn Gumataotao:** What information is available, Chief, confirming whether carryover funds were applied to make GFD's FY 2025 appropriation whole instead of applying the funds as an addition to GFD's FY 2025 appropriation?

**GFD Fire Chief Daren Burrier:** Could you repeat that question?

**Chairman Shawn Gumataotao:** Sure. What information is available confirming whether carryover funds were applied to make GFD's FY 2025 appropriations whole instead of applying the funds as an addition to GFD's FY 2025 appropriation? I'm just trying to get to the ground on whether the carryover funds were applied to make you all whole in a fiscal year.

**GFD Asst. Fire Chief Michael Uncango:** No funds were carried over to make us whole for fiscal year 2025. Basically, all of our expenditures in 2025 was as a result of what was appropriated for that fiscal year.

**Chairman Shawn Gumataotao:** All right. Thank you, Chief. I only have one more set of questions and then we will be complete. Now, let's talk a little bit about the command staff and those guys at the table here. For the benefit of the committee and for members of the public who are following the oversight hearing today, what review, if any, has been put

forward by you, Chief Burrier, regarding allegations that have been raised in the past, including through a legislative budget hearing in 2021, that administrative employees were being paid overtime for hours they didn't actually work? And for the record, what portion of your FY 2025 and your FY 2026 overtime budget represents overtime specifically for GFD's command staff?

**GFD Fire Chief Daren Burrier:** Well, for the first part, the hours worked for overtime, all uniformed staff, deputy chief and below, all work the regular work weeks of 120. And part of that, whether the uniformed personnel are assigned administrative duties or strictly at fire stations as 24-7 operations, they're all required to pull duties in the field to maintain their operations of readiness. So even the firefighters all the way up to the deputy chief will have to pull a 24-hour shift in their capacity, reflecting their duties and responsibilities to their command level. That has been implemented to make sure that every pay period, they all maintain their operational readiness and response capabilities and meet their hours of work. As far as the overtime hours that have been acquired for the command staff, to get the specifics on that, I would have to take a look at that and get back to you on that. But the overtime over 120 hours has to be justified and determined, you know, based on manpower availability and the need for the chief of the day process to be.

**Chairman Shawn Gumataotao:** And if we're looking back four years, we're looking at what was, I guess, the allegations that were raised. So have you guys made any systemic changes?

**GFD Fire Chief Daren Burrier:** Well, on the actual systemic changes, I've already addressed it with my command staff on their chief of the day to where they achieve so many hours of work where they pull a 24-hour shift, and then they would then flex and make sure that their administrative hours then would meet their 120. But there comes to a point to where a chief is either off island where we'd have to fill in extra time for the chief of the day with another one of the command staff. And then, of course, that leads into an overtime portion. So they pull both their on-duty time administratively, which is needed and required in order to make sure our operations continue, but then also having that command oversight of the platoon on a 24-hour period.

**Chairman Shawn Gumataotao:** So your 25 and your 26 budgets reflect giving the command staff paid overtime?

**GFD Fire Chief Daren Burrier:** At the 120.

**Chairman Shawn Gumataotao:** At the 120.

**GFD Fire Chief Daren Burrier:** Yes. *Okay.* And that would be the 106 plus 14, which is the FLSA.

**Chairman Shawn Gumataotao:** Okay. All right. That's all the questions I had for this hearing.

Let me just say this, that I do appreciate you guys. I will say that this document, as I'm hoping that the other public safety agencies, you might as well just share it with them at this point, because I think this document really does speak to maybe perhaps where the finance chair is headed. I know for me as the committee oversight, this was very helpful. The questions I was asking was to help me further dive into this. Do we need to change policy? Are we going to need to add or subtract things to make this even better? But what I mean by

that meaning is, you're already kind of, as you would say, hitting out of the park in terms of your performances. But there's a couple of parts that I'm sure that it just, it's more of the priority issue that can be taken.

But again, I'm hoping that the, between the Guam Police Department, the Guam Department of Corrections and others, I hope they're watching today to see, and maybe you can loan them the template. While they can't fill in perhaps like half of this because they have other mandates, but I just say it was very thorough. And I think that as we move forward, I'll work with Senator Duenas to ensure this is perhaps, could be a way that we can use to be able to set the budget for next year. I think it's actually pretty informative. And unfortunately, we couldn't get it up on the screen fast enough. But for the committee's sake, I think this was a really good start. Because all the other questions I had, as we go forward, this was probably going to be the harder of the concerns or questions you would have. We're looking to do other quarterly types of oversight hearings to go into different aspects of what you do. I expect that what you went through at the very beginning may end up being the kind of start with the guide and moving forward. And then we'll jump into the other matters because I think that would be of more interest, not only to the people, but for the committee, as we're trying to make budgetary decisions in support of the Guam Fire Department. So again, I'm not going to, this is actually really good. So I just want to give you credit where it's due. It was very helpful. The other questions were absolutely have everything to do with how we'll have to look at fiscal policy and looking at everything from the carryover provision to overtime. I think that as a government, we have a responsibility to ensure that all the monies that we are giving to you, they really get back down to those other guys that are wearing probably darker uniforms than you guys and to the equipment. And we have other solutions that we are trying to find to be able to support the Guam Fire Department and other avenues to help support your operations. I won't go in much detail, but we are working with your team to find good policy to help support, especially your mission in our tourism district. So thank you again for all of that.

And again, I want to thank you all for being here for this oversight hearing. That was very painless. Today's discussion really is the first of a handful of hearings that this committee intends to schedule regarding GFD throughout 2026.

I want to thank the uniformed personnel and the support staff of the Guam Fire Department for the important work that you do each and every day to protect life and property using the resources that this legislature prioritizes each and every year for firefighting, for emergency medical and rescue services. Today's discussion was arranged to help strengthen GFD's ability, in my opinion, to deliver critical public services, particularly during a time of unprecedented military growth across the island and in our part of the world and this changing geopolitical nature that we are sitting in. Aside from our families, there's thousands of construction workers, military contractors, transient residents, and those who decide to relocate to Guam as new employees and service providers for existing and new industries that are created because of DOD's growth in the region. I think many of your men who are part of the Department of Defense or Department of War, they would definitely understand that and their families for the most part. Also, we want to make sure that you have a stronger GFD moving forward. Accordingly, our discussion today must lead GFD, we as policymakers, and the Office of the Governor to no longer be content with the status quo. We must be open to considering public policy proposals that will help keep GFD laser focused on its core mission and that being the 24-7 protection of life and property. With that said, the committee will review the information provided through this oversight hearing as we plan for the next steps

policy-wise and there is certainly more work to do and I know we had some promises for some documents and some clarification. I'm hoping that we'll be able to get that back to the committee we can share. And again, we need all of you to do that work, all of it for the benefit of all of the people of Guam. So I thank you very much.

Again, the Committee on Public Safety, Emergency Management, and your Guam National Guard appreciates the attendance and participation of GFD in this oversight hearing.

Today's oversight hearing regarding the Guam Fire Department is hereby adjourned. The time is now 2:56 p.m. CHamoru standard time. Thanks guys for being with us today.

Thank you.

### **III. FINDINGS & RECOMMENDATIONS**

The Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) finds it necessary to engage the Guam Fire Department leadership in preparation for Performance-Based Budgeting in Fiscal Year 2027.

Established in 1984 through Public Law 17-78, the Guam Fire Department is charged with the responsibility to control and extinguish injurious or dangerous fires and to remove that which is liable to cause such fires. GFD is mandated by law to enforce all laws relating to the prevention or spreading of fires and all laws pertaining to fire control and fire hazards within the Territory.

With an estimated \$41 million in General Fund and special fund resources prioritized in Fiscal Year 2026 for more than 200 uniformed and support personnel, the Committee is focused on helping GFD strengthen its delivery of critical public safety services, particularly at a time of unprecedented military growth across the island and in our part of the world.

#### **Performance-Based Budgeting**

Based on information provided by GFD leadership during the January 12, 2026, Oversight Hearing, the Committee finds that the department maintains strong performance indicators, including response times which are consistent with national standards and a patient survival rate nearly double that of the national standard.

#### **Emergency Response Vehicles**

The Committee finds that GFD requires 12 fire trucks for its stations and 3 fire trucks in reserve, but the department currently has 9 fire trucks in operation and none in reserve. GFD requires 2 aerial fire trucks including 1 in reserve; however, the department lacks aerial capability at this time. GFD requires 9 ambulances for its stations and 6 ambulances in reserve, but the department currently has 6 ambulances in operation and none in reserve.

The Committee finds that according to GFD's Fiscal Year 2026 Budget Request, the department had only 7 out of its 15 fire trucks operational as of April 2025; 2 of the 7 fire trucks are 2024 models and the remaining 5 fire trucks are older models from 2011, 2006 (x2), 2005, and 2000, respectively. As of November 2025, GFD received \$5 million in federal funding from the U.S. Department of the Interior for the procurement of fuel-efficient fire engines. With 22,196 total calls for service in 2025 requiring the response of a GFD unit, the

Committee finds it necessary - through the annual budget process and/or standalone legislation - to strengthen the department's operational posture through additional investments in fire trucks and ambulances.

### **Shift Work - Command Staff**

During the January 12, 2026, Oversight Hearing, the Committee briefly addressed the topic of overtime pay for Command Staff, which has come up regularly through GFD's rank and file. The Committee is interested in confirming whether a review, if any, has been put forward by the Fire Chief regarding allegations that have been raised in the past including through a legislative budget hearing in 2021 that administrative employees were paid overtime for hours they didn't actually work. According to the Fire Chief, Deputy Fire Chiefs and uniformed personnel under their command all work 120 hours which ensures 24/7 operational readiness and response capabilities. In response to the Committee's inquiry on whether any systemic changes have been made on this matter, the Fire Chief stated that he has already addressed the issue with his Command Staff; however, he noted that the absence of any of his Deputy Fire Chiefs at any given time results in Command Staff working additional time to ensure continuity of GFD operations.

### **E-911 Fund**

Through the January 12, 2026, Oversight Hearing, the Committee confirmed that little to no action has been taken by GFD to review the adequacy of the current monthly 911 Surcharge Rate of \$1.00. Established in 1999, the monthly *911 Surcharge* is a fee paid by local exchange telephone and commercial mobile radio service subscribers. Monthly *911 Surcharge* collections are intended to fund the just and reasonable expenses of operating and maintaining an emergency reporting system. Guam Law authorizes GFD to petition the Public Utilities Commission (PUC) from time to time, for adjustments to the monthly *911 Surcharge* rate.

The Committee finds that in May 2025, GFD requested a supplemental \$2.2 million budget from the Guam Legislature for Fiscal Year 2025 to cover costs associated with the Next Generation (NexGen) 911 System updates and continuation of services, including software and hardware enhancements, maintenance, and personnel training. In August 2025 GFD submitted draft legislation increasing the 911 Surcharge Rate from \$1.00 to \$3.00.

As an alternative to the department's recommendation to increase the monthly 911 Surcharge Rate without a review or involvement by the Public Utilities Commission, the Committee proposes that any adjustments to the monthly 911 Surcharge Rate shall be considered through the PUC and their subject matter experts.

Accordingly, the Committee introduced Bill No. 269-38 (COR) on February 6, 2026. The measure prioritizes a 911 Surcharge Rate Study through the PUC. The legislation is necessary to ensure that Guam's emergency reporting system - and the critical emergency response infrastructure across our fire and rescue stations - are properly funded in support of Guam's civilian and military communities.